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ABSTRACT

This booklet consists of materials developed on differentiated staffing. Nine sections cover a definition of terms, the executive teacher plan, some new teacher models, a position statement on the concept of differentiated staffing, a process approach to model development, and information on administering the differentiated staff. In addition, the staff plan for each of five schools is described. (MLF)

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OEA-Instructional Services Division

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Differentiated Staffing

Another Service for You From the Ohio Education Association

DEC 20 1971

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FOREWORD

You will find enclosed some of the materials the OEA-Instructional Services Division and the Ohio Department of Elementary School Principals have developed relative to the topic of Differentiated Staffing. Although this information is being distributed by the Ohio Education Association, it does not necessarily form an endorsement of this procedure as an official policy position. It does, however, represent the following resolution that was adopted at the Representative Assembly of the Ohio Education Association here in Columbus on December 10-12, 1970.

This resolution reads:

The Ohio Education Association believes that the concept of Differentiated Staffing may hold promise for enhancing educational opportunities for children and provide a means of better utilization of teacher time and talent.

Any plan for differentiation should be flexible and adaptable to keep pace with the changing conditions of schools and society and must clearly define the roles of all personnel involved.

The Association urges local associations immediately to initiate in-depth studies of the many ramifications of Differentiated Staffing to be prepared to act in full partnership with the administration in the design of any plan and to reject any plan not developed cooperatively.

The information enclosed is sent to you in the spirit of that resolution -- in order that you might study some of the various forms of staff utilization patterns available.

Edward F. Jirik, Ph.D.,
Director of Instructional Services

DEFINITION OF TERMS¹

I. DIFFERENTIATED STAFFING: DEFINITIONS

To define differentiated staffing universally and precisely and precisely at this time is almost impossible. But the inability to formulate a satisfactory definition actually results from one of differentiated staffing's greatest strengths -- its flexibility. Having been designed in most cases to fit the philosophy and objectives of the school or school system involved, differentiated staffing remains a fluid and innovative concept.

Generally, to differentiate a staff means to separate by different roles.² More specifically, differentiated staffing means a variety of plans for the deployment of school personnel--classroom teachers, administrators, other professionals, paraprofessionals, and nonprofessionals--in a variety of assignments different from the traditional pattern of the self-contained classroom at the elementary level and departmentalization at the secondary level in the framework of the line-staff structure of school organization.

Differentiated staffing is an outgrowth and refinement of team teaching. It goes a step further to suggest that teaching be differentiated into various roles and responsibilities to allow for the different interests, abilities, and ambitions of teachers. It calls for differentiating salary in terms of the responsibilities assumed, and allows for both a training and career ladder.^{3,4}

II. DIFFERENTIATED STAFFING: PRINCIPALS

Even though differentiated staffing usually means something different in different schools or school systems, fundamental principles have been developed which should be the basis for any plan.

1.Source: These materials were developed by Chase Crawford--doctoral student at The Ohio State University, 1971.

2.English, Fenwick (Temple City, California, differentiated staffing project director)

3.National Commission on Teacher Education and Professional Standards (N.E.A. N.C.T.E.P.S. or T.E.P.S.)

4.National School Public Relations Association (N.E.A.-N.S.P.R.A.)

A. THE TEACHERS MUST BE INVOLVED IN DEVELOPING THE PLAN.

Teachers must be involved in developing any plan for differentiated staffing, from the point of inception through evaluation and modification, because "theirs are the tasks to be differentiated; hence they should participate in the judgement on how this can best be done."³

The honest involvement of teachers in decision making is crucial to the development of any program. Any changes that affect the role of the teacher need the involvement of that teacher in the decision-making process.⁵

The differentiated staff concept calls for innovation and reorganization of the basic structure of our schools, with full participation in such reorganization by the teaching staff. Simply inventing responsibility levels, writing job descriptions, and assigning teachers arbitrarily will not work because that is essentially what we are doing now.

B. THE EDUCATIONAL DECISION-MAKING PROCESS MUST BE CHANGED.

The school must have much more autonomy than is usually the case. This autonomy necessarily involves decentralized staffing. If wise decisions are to be made with regard to teaching and learning, the staff that works directly with the youngsters to be served must make them.⁵

Teachers must become formal professional partners with administrators in the decision-making process.⁴

Teacher roles cannot be changed substantially without concomitant changes in all other roles. Without real changes in the total structure, changes which cut across bureaucratic functions, thereby expanding some roles and eliminating others, the superimposing of new roles may simply refine what is already an archaic structure.⁶

Organizational flexibility must be created through the use of flexible scheduling.⁴

C. THE ROLE OF THE "TEACHER" MUST BE CHANGED.

The differentiated teaching staff is based on the idea of human differences in intelligence and commitment and the observation that presently there are many roles assumed under the name "teacher."⁷

Teachers, like all human beings, possess individual differences which can best be utilized through different assignments.³

Teaching must be the primary function of all teachers.⁴

All teachers, regardless of their differentiated assignments, should be actively involved in classroom instruction--some to a greater degree than others.²

Substantial direct teaching responsibility for all teachers must exist at all salary levels, including those in the top brackets.

Teachers must be relieved of many nonprofessional functions now required of them.⁴

A minimum of three differentiated staff teaching levels must exist, each having a different salary range.¹

Teachers must perform the self-disciplining or regulating activities of their own profession.⁴

D. CURRENT SALARY PRACTICES MUST BE CHANGED

Some teachers should earn more than school administrators.⁴

The maximum salary at the top teaching category should be at least double the maximum at the lowest.¹

Teachers' salaries in the school system should already be at a professional level, and additional funds should be available to meet the added costs that a plan of differentiated staffing assignments will necessitate.²

Sources: 1. Allen, Dwight W. (Dean of the College of Education at the University of Massachusetts)

2. Association of Classroom Teachers (NEA-ACT)

3. Edelfelt, Roy A. (Executive Secretary of the National Commission on Teacher Education and Professional Standards)

4. English, Fenwick (Temple City, California, differentiated staffing project director)

5. Hair, Donald (Kansas City assistant superintendent)

6. Rand, M. John (Temple City, California, superintendent)

7. Ryan, Kevin A. (director of the Master of Arts in Teaching program at the University of Chicago Graduate School of Education)

III. DIFFERENTIATED STAFFING: ADVANTAGES

The proponents of differentiated staffing have amassed many claimed advantages for it. These can be grouped as to which benefit:

A. THE OVERALL EDUCATIONAL ORGANIZATION

Substantial organizational benefit can be gained from a differentiated staff. At present, organizational alternatives are severely limited by constant staffing formulas and monolithic requirements of staff use. The educational organization can become much more flexible--more alternatives can be considered. By identifying staff responsibilities more precisely, we can train staff to accept specific responsibilities.¹

Differentiated teaching assignments for classroom teachers should provide effective education by fostering good teaching techniques such as flexible assignments and modular scheduling.²

Automatic promotion regardless of competence is eliminated, a real key to improving professionalism in education. Longevity, with all its educationally crippling effects, would cease to be a criterion for promotion.¹

B. NEGOTIATIONS BETWEEN FACULTY AND SCHOOL BOARDS

When positions are identified delineating what needs to be done and are assigned on the basis of competence, there will be a basis of salary differentiation on which school boards, administrators, and teachers can agree.¹

Many existing problems in negotiating salaries and existing differences between professional teachers and administrators should disappear in a staff wherein status derives from performance and competence.¹

The higher salary levels would be reserved for persons performing at levels commensurate with the salary level. This would encourage younger, talented staff members. There is a way to recognize talent early and reserve it for the high school or elementary classroom rather than lose it either to other professions or to other leadership positions in education.¹

The school would regain some control over apportioning dollars now committed to perpetuating the median rise in salary costs brought about by tenure, longevity, and automatic promotion practices.¹

C. THE TEACHERS AND STUDENTS DIRECTLY

By making it possible for classroom teachers to be compensated better and to have more substantive responsibility than some administrators, we will recognize the fact that teaching performance and teaching competence is the heart of the education enterprise.¹

Differentiated staffing will allow for leadership within the teaching staff. Excellent teachers will have a wider channel for influence, both with students and with colleagues.⁵

Differentiated teaching assignments for classroom teachers should provide for more effective use of human resources by

- recognizing individual differences among teachers;

- allowing classroom teachers to assume responsibility and initiative commensurate with their interests, talents and abilities;

- providing a climate wherein teachers can identify personal strengths and weaknesses and develop new areas of competence and interest;

- involving the teacher in decision making on curriculum planning, teaching methods, utilization of time, and development of relevant in-service education programs;

- establishing a climate that fosters creative involvement of staff and greater opportunity for learners; and

- creating a team approach to education, which is based on the concept that development, implementation, and evaluation of the total educational program are the ongoing responsibility of the total professional staff and that this responsibility includes participating in the initial selection, continuing evaluation, retention and assignment of other team members.²

Differentiated teaching assignments for classroom teachers should provide opportunity for interaction among teachers and all other persons involved: students, teachers, building principals, other administrators, teacher aides, parents, and the community.²

The best talent would be free to seek the best alternative teaching techniques, learning modes, and innovations in general through persistent liaison with colleges, universities, and other schools.¹

Supervision would emphasize direction and guidance from fellow teachers with demonstrated ability rather than evaluation only.¹

Evaluation could be based on real knowledge from intimate contact and cooperation between teaching professionals.¹

Advantages will be found in the identification and use of differential staff talents. Unsuccessful teachers might be used effectively if they did not have to perform the full range of teaching competencies.¹

Teachers will be able to take postgraduate courses to make themselves more competent in their specific jobs instead of on an indiscriminate units-equal-dollar basis.¹

Young talent (these days often the best informed) should be encouraged to grow.¹

There will be a place for talented teachers who want only limited professional responsibility (e.g., the teaching housewife).¹

There will be a place for those teachers for whom no amount of money can make up for the lack of job satisfaction.¹

Good teachers, who deserve as much money as administrators, will be able to afford a career in classroom teaching.^{1,5}

Differentiated staffing provides a career line within teaching and hopefully will keep the brightest and most able teachers in classrooms in front of children.⁵

Differentiated assignments cause teaching and learning to be more exciting and effective.⁴

Differentiated teaching assignments for classroom teachers should provide effective education by fostering good teaching techniques such as matching of instructional resources with learner needs, individualized learning experiences, and a clinical approach to meeting student needs.²

Children will be less subject to the dictates of a particular teacher.³

Counseling and interpersonal student-teacher relationships could be established at more profound levels of personal choice and personal relevance.¹

The concept of differentiated teaching assignments for classroom teachers appears to provide--through a program responsive to the interests, abilities, and needs of the individual learner--a more meaningful educational experience and a climate favorable to the development of each child and his full potential.²

Sources: 1. Allen, Dwight W. (Dean of the College of Education at the University of Massachusetts)

2. Association of Classroom Teachers (NEA-ACT)

3. Corwin, Ronald G. (Professor of Sociology at O.S.U.)

4. Edelfelt, Roy A. (Executive Secretary of the National Commission on Teacher Education and Professional Standards)

5. Ryan, Kevin A. (director of the Master of Arts in Teaching program at the University of Chicago Graduate School of Education)

IV. DIFFERENTIATED STAFFING: DISADVANTAGES

Only a few articles could be found actually taking a position against differentiated staffing. One of these by the A.F.T. was very emotionally written, irrational, and not worth including.

However, this means that most of the disadvantages stated were done so by writers who either favored differentiated staffing (as most of them did) or who were neutral to it.

The disadvantages can be grouped in a manner similar to the advantages as to which affect:

A. THE OVERALL EDUCATIONAL ORGANIZATION

A lack of precedence of educational decisions exists in systems which employ differentiated staffing.¹

A differentiated staff implies modification of the total school program.¹

In general, neither teachers nor administrators are prepared to operate--in terms both of method of instruction and method of administration--within the new framework required.²

B. NEGOTIATIONS BETWEEN FACULTY AND SCHOOL BOARDS

Differentiated staffing would spell the end of the single salary schedule for which teachers and their organizations have fought so hard.⁴

Differentiated staffing sounds good on paper, but it tends more often than not to be merit pay in disguise. It's camouflaged merit pay of the highest order, and all of the reasons for which one is against merit pay are just reasons to be against differentiated staffing.⁵

Teachers fear that a staffing pattern of differentiated teaching assignments will be used as a means of cutting school budgets by paying higher salaries to the few teachers who reach the top brackets (evidence indicates that these positions are limited in number) and lower salaries to the vast majority of teachers.²

A need for over-compensation in the lower ranks of teachers exists during transition periods.¹

C. THE TEACHERS AND STUDENTS DIRECTLY

There is a tendency on the part of some persons committed to change to move too quickly. In so doing they sometimes fail to provide real and adequate involvement of all concerned--especially classroom teachers, the local association, and the community--and attempt to change one group--

classroom teachers--without recognizing the need for comparable changes at other levels of the educational hierarchy. Differentiated staffing cannot succeed if the roles of administrators do not change as the roles of the classroom teachers change.²

The overwhelming majority of articles point up the need for classroom teachers to change their methods of teaching and adjust their inter-relationships but give minimal attention to the necessity for change in the roles and responsibilities of administrators.²

It is difficult to identify differentiated staff responsibilities. Not enough thought has been given to the use of staff in such a manner, and it would be a major undertaking to differentiate teaching staff responsibilities.¹

As new administrative hierarchies evolve in response to problems among teachers, the most specialized personnel may find themselves assuming more administrative duties and becoming increasingly removed from their student clientele.³

It would be difficult to establish working relationships among a differentiated staff.¹

Greater differentiation and specialization will undoubtedly aggravate other problems, such as the problems of overlapping authority lines, competition among teachers, sharing authority over students, and coordinating and evaluating independent teachers and other professionals who will have to cooperate closely.³

Current staff who will be threatened by performance criteria may reject differentiated staffing. There are now teachers who are enjoying the benefits of an undifferentiated staff without commensurate responsibilities, who are likely to complain.¹

Insufficient funds may be allocated to do an adequate job of planning, implementing, and maintaining a satisfactory program of differentiated staffing.²

New concepts of staff training need to be developed.¹

Much of the current literature on differentiated staffing raises questions in the minds of classroom teachers that are not easily answered. More often than not, the obstacle is not the concept itself but the way the concept is presented by the writer. For example:

Some articles imply that differentiated staffing is the answer to the current educational crisis, but investigation usually shows that many of the so-called successful programs cited as evidence to substantiate this claim are only in experimental stages. Why such exaggerated and premature conclusions?

Some articles promote differentiated staffing on the basis of what it will do for teachers rather than on the basis of its potential for improving educational opportunities for students. Where is the proof for such positive statements?

Some articles make contradictory or incompatible assertions. One may claim that teachers will receive increased pay based on increased responsibility and then elsewhere state that teachers will receive increased pay based on evaluation of their competence. The latter concept is interpreted as a back-door approach to an old issue--merit pay--and teachers resist it. Another may imply that teaching and the person who teaches are of paramount importance in education, but the accompanying salary schedule provides pay in inverse proportion to the time spent with students. What is the truth, and why the ambiguity?

Many proponents of differentiated staffing who write articles are college professors whose field is higher education. While they glibly tell the public school teachers what and how to teach, they fail to put their theories into practice in their own teaching.

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- Sources: 1. Allen, Dwight W. (Dean of the College of Education at the University of Massachusetts)
2. Association of Classroom Teachers (NEA-ACT)
 3. Corwin, Ronald G. (Professor of Sociology at OSU)
 4. National School Public Relations Association (NEA-NSPRA)
 5. Watts, Gary D. (director of the Division of Field Services of the National Education Association).

V. DIFFERENTIATED STAFFING: IMPLEMENTATION

Models of staff differentiation being developed across the nation share some common characteristics and differ from each other in important ways. The models may be classified as curricular paradigms, learning paradigms, organizational paradigms and teaching paradigms of staff differentiation. In reality, models would actually embrace all four areas to be usable.²

Some planners begin from a curricular viewpoint, emphasizing staff deployment to reinforce previous philosophical assumptions taken regarding subject matter. Using learning theories as a focal point for a staffing pattern is still another task. Other models are organizationally oriented, stressing organizational relationships and changing roles without much regard to the individual personalities occupying old roles. Still other models emphasize a refinement in teaching as it is conceived today, that is, they polish the telling functions of teaching by adding different instructional media or programmed instruction.²

A sequence of events that could be used to implement any of these models, especially the curricular and learning paradigms, would be:

- systematic assessment of needs (societal, student, teacher, and community),

- formulation of global educational goals from the needs assessment,

- construction of specific and measurable learning outcomes working back from the global statements,

- separation of learning tasks from each learning outcome into common categories (appropriateness, level of difficulty, etc.)

- relating of learning tasks grouped in common categories to teacher skills, knowledges, and attitudes in producing the specified outcomes,

- reclassification of teaching tasks into vertical and horizontal role hierarchies,

- establishment of salary ranges for each proposed hierarchical role based upon supply and demand, level of training and experience needed, etc.,

- determination of specific changes in the school structure for the new roles to be utilized to the maximum,

- establishment of personnel policies to apply during the transition and ultimately, and

- establishment of screen groups, screening criteria, evaluation procedures, and the filling of positions.²

If the organizational or teacher paradigms of differentiated staffing are to be implemented, the following steps are important:

The entire educational structure of the school unit must be studied and redesigned if necessary, and simultaneously the administrative hierarchy of the school must be re-examined. There must be:

a redefinition of relationships--among teachers and students, teachers, building principals, other administrators, and others in the system;

a redefinition of the jobs of the classroom teacher, the principal, the supervisor, and the superintendent;

a re-evaluation of the staffing pattern of noncertificated personnel;

a re-allocation of funds budgeted for instruction; and

a valid method of evaluating relative responsibilities.¹

All interested groups, including the community, must be involved in each step of the planning, but the primary responsibility for developing the best possible educational program must be lodged with the classroom teachers and other school personnel who will be most directly affected.¹

The local professional association must be involved from the inception of the plan.¹

The school system must provide time, money, and resources so that the total staff can be fully involved in the development of both the instructional program and the staffing pattern.¹

Working models of plans in other school districts should be used as a resource in creating the design.¹

The goals and objectives of the experimenting school or school system must be established.¹

New job descriptions must be developed for all professional personnel.¹

A plan for evaluating the total program must be designed.¹

A procedure for implementing and maintaining the program must be developed.¹

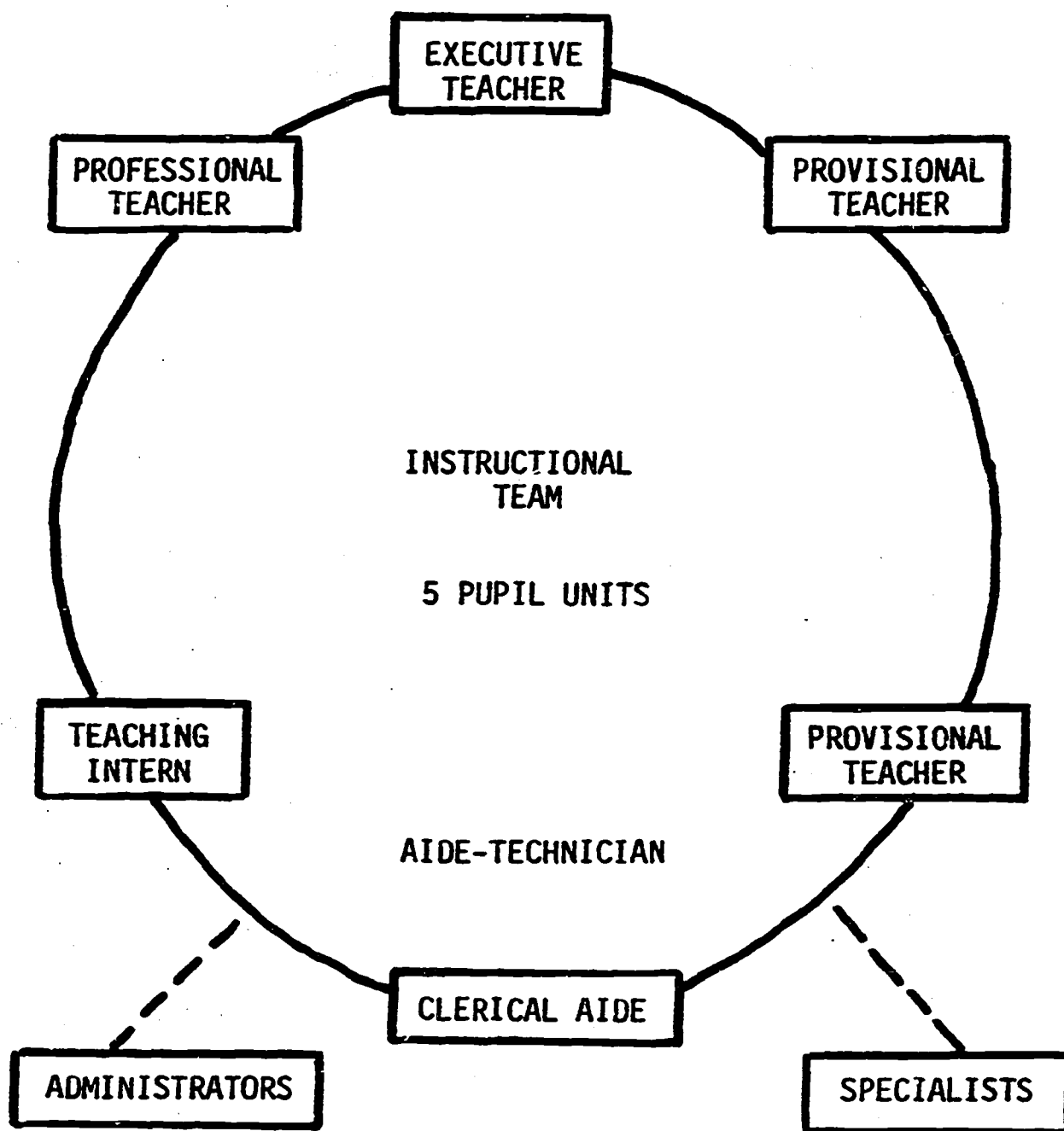
Once designed to meet the specific needs of a specific school, the program should be initiated as a pilot project, perhaps in one or two schools in the system, and carefully tested before final adoption and expansion.¹

A continuous program to inform all staff members not directly involved in the planning must be sustained by the committees assigned the designing responsibilities.¹

A comprehensive program must be conducted to inform the public of the possible advantages of a staffing pattern of differentiated assignments and the costs involved. The public must understand that such a plan will not save money and, in fact, if properly implemented, will cost more money. The public must also understand that such a plan is experimental until such time as the professional staff and the school board are convinced of its value.¹

Sources: 1. Association of Classroom Teachers (NEA-ACT)
2. English, Fenwick (Temple City, California, differentiated staffing project director)

THE EXECUTIVE TEACHER PLAN



In terms of preparation, the team would be composed of--

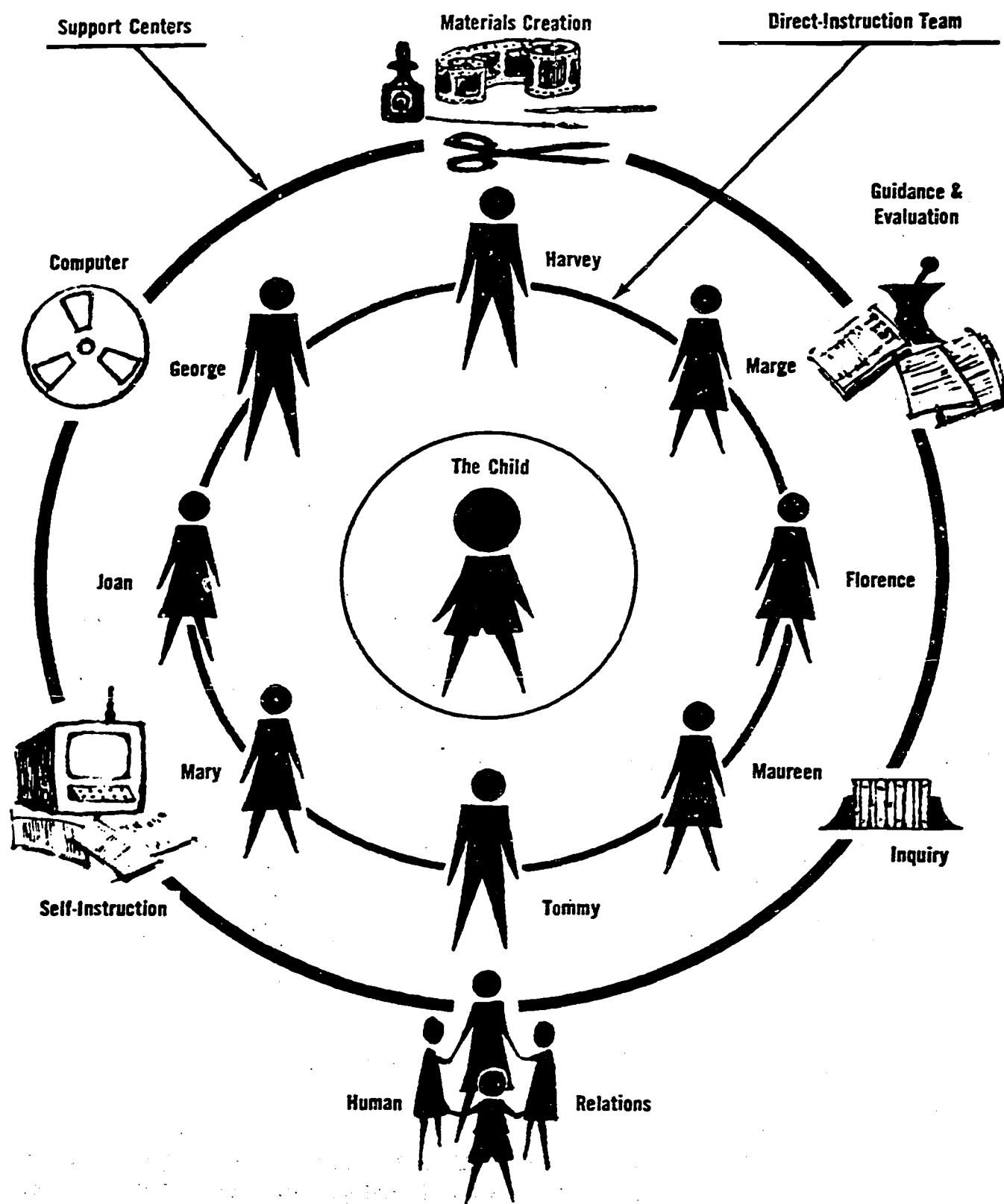
Executive Teacher
Professional Teacher
Provisional Teacher
Provisional Teacher
Teaching Intern

Aide-Technician
Clerical Aide

M.A. plus
M.A.
B.A.
B.A.
(Student Teacher
(Retraining Teacher
(M.A.T. Program
Minimum H.S.
Minimum H.S.

Source: Executive Teacher Plan proposed by Dr. Martin Essex, State Superintendent of Public Instruction at a Jennings Scholar Lecture, October 15, 1966.

INSTRUCTION REQUIRES USING SUPPORT CENTERS



Source: Man, Media, and Machines

National TEPS Commission 1967 Publication, pg. 15

STAFF DIFFERENTIATION BASED UPON LEARNING TASKS

A TEACHING PROFICIENCY MODEL BY CATEGORIES OF LEARNING TASKS

Teacher Type and Proficiency	Learning Task Category
5. Facilitator of Attitude and Interpersonal Behavior Development: human relations attitudes and skills	Attaining a variety of human relations attitudes and behaviors, e.g., acceptance and appreciation of cultural differences, group process, group leadership roles.
4. Developer of Talents and Aptitudes: A skill for developing talent	Developing a potential talent in a specialized area, e.g., proficiency in dealing with higher mathematical concepts, playing a musical instrument, writing plays.
3. Identifier of Talents: Skill in promoting exploration in broad fields	Identifying interests and aptitudes appertaining to interests, e.g., exploratory experiences in industrial arts, stenography, music, creative writing, earth science.
2. Liberal Enlightener: skill as a master presenter	Enlightenment in areas in which knowledge of the general population is considered important but in which every individual is not required to be proficient, e.g., types of literature, geological structure, weaving rugs.
1. Teacher Technologist: Skill in administering basic skills and knowledges	Mastering skills and knowledges considered essential for all, e.g., reading, historical facts of nations, computational skills.

Source: School Staffing Patterns, National TEPS Commission 1967 Publication, p. 14.



NEWS

CAROLYN L. TILLOTSON, EDITOR

NATIONAL COMMITTEE FOR SUPPORT OF THE PUBLIC SCHOOLS • 1424 SIXTEENTH STREET, N.W., WASHINGTON, D.C. 20036

January 1970

DIFFERENTIATED TEACHING STAFF: A NEW CONCEPT

The job of the teacher has become unmanageable. The self-contained teacher and the self-contained classroom and the self-contained school are obsolete. No single individual has the competence, energy, and time to deal effectively with all the responsibilities assigned to one teacher. No teacher can afford to operate in the isolated and insulated fashion which has characterized many self-contained classrooms. No school can remain vital and dynamic or up to date if its staff is out of touch with the community and the rest of the educational world. A progressive, affluent society cannot tolerate or afford teachers or schools that try to go it alone without the help and stimulation of colleagues.¹

The advent of the Education Professions Development Act (EPDA) of 1967 provides hope and impetus for dramatic steps to be taken in redesigning the education profession. Under this Act, the U.S. Office of Education encourages experimentation with differentiated staffing, at both the professional and nonprofessional levels.

Working vigorously toward goals consistent with EPDA projects in the area of differentiated staffing is the National Commission on Teacher Education and Professional Standards (TEPS), created in 1946 by the Representative Assembly of the National Education Association (NEA).

What Is Differentiated Staffing?

Differentiated school staffing is a concept of organization that seeks to make better use of education personnel. In a position paper issued in May 1969, TEPS explains that

“...under a differentiated staffing arrangement education personnel would be selected, educated, and deployed in ways that would make optimum use of interests, abilities, and commitments and afford them greater autonomy in determining their own professional development. A differentiated staff would include teachers and a variety of special service personnel, subject matter specialists, administrators, student teachers, interns, persons from other professions, craftsmen, volunteers, and several categories of para-professionals and teacher aides. Within the classroom-teaching ranks, some professionals might serve as leaders, responsible for induction of new teachers, for coordination of teams of associates and assistants, and for the general management of the learning setting. Others might function mainly as diagnosticians of learning difficulties, constructors of individualized programs for pupils, developers of interpersonal attitudes and be-

haviors, and the like.”²

Also vitally involved in the issue of differentiated staffing is the American Federation of Teachers (AFT) of the AFL-CIO. In their words,

“...Differentiated staffing has been described as ‘a division and extension of the role of the teacher through the creation of a teacher hierarchy with job responsibilities that are commensurate with a range of pay’...In the past, whereas all teachers have been paid on a single-salary schedule, the differentiated-staffing concept suggests that teachers would be paid according to the level of their assignment and ‘responsibility.’ The base-salary level will continue to approximate the salary presently being paid on bachelor-degree schedules, although it is projected that a few teachers at the top of the ladder could earn as much as or more than some administrators. Teachers aspiring to higher levels usually would forego tenure in lieu of additional salary; senior teachers and master teachers normally would acquire tenure only at the staff-teacher level. In some proposals, teachers are evaluated by supervisors and by colleagues both above and below them. This, of course, has the potential of creating tensions and conflicts, particularly when those at lower levels aspire to the positions of those who are evaluating them and who they, in turn, are evaluating. Some proposals provide that an academic senate, composed of personnel on the higher levels, will coordinate and conduct the evaluation.

“Differentiated staffing is still highly experimental, but is quite widespread, ranging from simple patterns of team teaching to intricate hierarchical models. New patterns undoubtedly will be tried as the concept gets more ‘seed money’ from the federal government. Nevertheless, even at this time, it has been estimated that there are more than 220 demonstration centers which have

¹Prospectus (for the Year of the Non-Conference). Washington, D. C.: National Commission on Teacher Education and Professional Standards, EA, 1966. P. 1.

²“A Position Statement on the Concept of Differentiated Staffing.” Washington, D. C.: National Commission on Teacher Education and Professional Standards, NEA, May 11, 1969. P. 6.

some elements of the differentiated concept in operation."³

Where Is Differentiated Staffing Being Implemented?

The original model was developed by Dwight Allen, dean of the University of Massachusetts School of Education, formerly of Stanford University, and presented to the California State Board of Education in 1966. The plan was first introduced in Temple City, California, with the aid of a \$42,000 grant from the Kettering Foundation. In Florida, the 1968 legislation requested that the state department of education undertake a feasibility study of several organizational models. Pilot projects are being set up in eight Florida counties. Several states (e.g., Wisconsin and Massachusetts) appear to be moving toward implementing this concept through changes in state certification regulations. Local districts, as many as 200, are reported to have some aspects of differentiated staffing.

Temple City Model

The model of differentiated staffing proposed in Figure 1 presents an overview of teachers responsibilities in one discipline—social sciences.⁴ Three basic areas of additional responsibilities are part of the staff differentiation design. They are (a) instructional management, which features an advanced teacher as a learning engineer; (b) curriculum construction, which adds to a teacher's responsibilities, emerging curricular theory, and design by discipline structure; and (c) advanced skills in the practical application of research for the improvement of instruction. Positions beyond the staff teacher level relate to specific disciplines. At the primary school level, these positions may be augmented by the introduction of subject skill specialists.

Figure 1 ROLE RESPONSIBILITIES IN A DIFFERENTIATED TEACHING STAFF			
Teaching Role	Responsibility	Functions	Example(s)
Master Teacher NONTENURE 30-40% Classroom Teaching	District-wide; subject area responsibilities, K-12	Classroom teaching; application of research to curriculum design by subject discipline and structure.	Development of experimental-research design of social studies units utilizing "post-holing" approach to solving contemporary social science problems at junior high school level.
Senior Teacher NONTENURE 50-60% Classroom Teaching	School responsibilities, K-6, 7-9, 10-12	Classroom teaching; application of new methodologies, learning and teaching strategies; media applications.	Concomitant development of experimental teaching strategies and tactics with new social studies "post-holing" units in pilot situations; evaluation; in-service with staff; revision; development of resource banks for new units.
Staff Teacher TENURE 100% Classroom Teaching	Grade responsibilities, K-6, 7-9, 10-12	Classroom teaching; individualized instruction; large/small group presentations, tutorial sessions.	Adaptation, adoption, evaluation of new social science units with suggestions made after extensive pupil monitoring in various instructional settings and modes for alternative strategies.
Associate Teacher TENURE 100% Classroom Teaching	Grade responsibilities, K-4, 7-9, 10-12	Beginning teacher; classroom teaching; team-teaching partner; large group instruction assistance.	Implementation of new social science units with variations appropriate to teaching team strategies and assignment; evaluation of units regarding relevancy and content validity.

Entry points to the profession are expanded from a single point (staff teacher) to multiple points (any of the positions described in the hierarchy). Contractual periods vary with the degree

³Bhaerman, R.D. "Needed: A Conceptual Framework for Collective Bargaining in Education." AFT-QuEST Paper No. 9, 1969.

⁴English, Fenwick W. "Et Tu, Educator, Differentiated Staffing? Rationale 1 Model for a Differentiated Teaching Staff." TEPS Write-in Papers on Flexible Staffing Patterns No. 4, 1969.

and complexity of instructional responsibilities. For example, the senior teacher is employed for 11 months, the master teacher for 12, and the staff and associate teachers for 10. This arrangement, coupled with daily schedule flexibility, can take advantage of the fact that many housewives in the community who have been teachers and still possess credentials can work part time in some capacity in the school. Many qualified teachers can be drawn back into the profession. These same people now are rendered impotent to the educational organization because of its lack of flexibility in utilizing teacher time and its lack of role flexibility. In addition, the creation of the teacher hierarchy permits excellent teaching to function at all levels. The housewife-teacher is not forced to work a longer year and she does not hinder the career teacher from professional advancement in the organization. One is not penalized at the expense of the other.

Advantages and Weaknesses

Strengths of the differentiated staffing concept:

- Provision for the cooperative alliance among colleges, schools, and the community.
- Career ladders for paraprofessionals, particularly those from low-income families who work in low-income areas.
- Higher salaries commensurate with performance and responsibility. Automatic promotion regardless of competence is eliminated.
- Wiser use of teacher talents. Less successful teachers might be used more effectively if they did not have to perform the full range of traditional teacher tasks.
- Evaluation by colleagues.⁵

Potential pitfalls:

- Divisiveness among teaching personnel.
- Problem of role clarification—the difficulty of identifying and ranking responsibilities.
- Increased costs without ostensible improvement in the product.
- Embodiment of the philosophy and weakness of merit pay.
- Establishment of a "new elite."⁶

However, the real danger in considering the implementation of a differentiated teaching staff is that "...it may be seen as an end rather than as a means. Viewed as an end, it could be completely irrelevant to improvement in student learning even though it may produce desired changes in the teaching profession. Viewed as an end, we may simply refine the status quo. More productively, it should be seen as a means toward greater utilization of educational resources. It may provide a breath of fresh air for American education. To have tried it and failed may in itself be a new dawn for the teaching profession. Not to have tried it at all may be to have failed at professionalism."⁷

⁵Bhaerman, R.D. "A Study Outline on Differentiated Staffing." AFT-QuEST REPORT No. 2, 1969.

⁶From the American Teacher. Washington, D. C.: American Federation of Teachers/AFL-CIO. May 1969.

⁷English, op cit.

NEW MODELS OF TEACHER

Roy A. Edelfelt

The concept of "The Teacher and His Staff" and the prospects for major changes in teaching under the Education Professions Development Act (PL90-35) make a possible dream of the notions which were central to the concepts of "The Real World of the Beginning Teacher" and "Remaking the World of the Career Teacher." Although all old business in the improvement of teacher education and professional standards is far from complete, it is time to increase our attention to the more pervasive business of remaking the teaching profession. One way to begin is to try to analyze aspects of our culture which are relevant to education, predict developments, and anticipate the sort of education needed to serve our people now and in the future.

Even the wisest analysts and prophets are uncertain and wary when they try to interpret social developments and forecast directions which education might take. Making predictions about the teaching profession will be even more precarious, but it is necessary for some educators, however small a group, to get started. The purpose of this paper is to help them do so, to invite bold, creative, and critical discussion and thought. It will illustrate one kind of analysis which might be worthwhile and suggest the changes for education and teachers which seem to be implied in the analysis. The final section will pose questions which seem appropriate if action is to follow talk.

The Need for a New Education

Educators operate on tacit and habitual assumptions about schools, learners, and society. Many such assumptions are no longer valid and some need new interpretation, but they still dominate educational thought and action, thus perpetuating outmoded ways of doing things which can be diametric contradictions of known facts.

Educators must engage in a vigorous dialogue to identify and examine their assumptions about schools, learners, and society and develop new understandings about what schools and teachers should be. Following are illustrations of the kinds of assumptions which might be challenged and some related ideas which could lead to very different conclusions about education.

1. A twofold assumption is that the purposes of education are to pass on accumulated knowledge and conventional wisdom and train the young in certain selected skills, and that the responsibility for such education rests primarily with the school. People assume that educators know what should be taught and

Dr. Edelfelt is Senior Associate Secretary of the National Commission on Teacher Education and Professional Standards, National Education Association.

that teaching it will result in learning, and that the most important learning takes place in school. The assumption is no longer valid. The purposes and sources of education are much broader than they used to be.

Education designed to pass on the heritage of man from one generation to another may have been valid in times past when conditions of living were fairly similar for successive generations. But it is no longer appropriate in a time when conditions change so rapidly. The teacher cannot merely remember what life was like when he was in school and assume that youngsters now are having similar experiences. Childhood and adolescence as it is today is something none of us has experienced. We need to find new ways to identify with the problems, thoughts, and feelings kids have. And youngsters today learn so much outside of school that formal education no longer can claim credit for the major part of learning. There is an urgent need, therefore, for educators to devote more time to helping students learn how to learn, to conduct inquiry, to study independently, to make choices and decisions, to know themselves and others, to use technology, to live with change, and to become agents of change.

2. A second assumption now invalid is that a free society develops with little or no planning. When the United States was a young, rapidly growing country, haphazard development may have been inevitable, but in a well-developed society with an ever-increasing population, it would be chaotic to depend merely on the desires of individual or group enterprise, whether in business, education, industry, or social development. A balance between planning and evolution is needed, a balance which provides more planning than we have had in the past and the flexibility necessary for creative evolution.

3. Another questionable assumption is that our societal organization has become static, that having progressed from an agrarian to an industrial, technical, and business society, we have reached the ultimate organization.

Support for a static or ultimate system of political, economic, or social organization is often fostered by appeals to patriotism or nationalism and to muster opinion against other isms, primarily communism and fascism.

A profession devoted to scholarship and objectivity in a society committed to democracy and rational thought can hardly permit acceptance of notions which crystalize system and organization prematurely. We must continually employ new knowledge for the welfare of people. We have now the technical, business, and industrial know-how to support a more humanistic society. Today's emphasis on producing goods and services, making more money, building better machines, need not persist. Developing better people, building better systems of living, making life more fulfilling and rewarding could become the primary goals.

4. Still another outmoded assumption is that puritanic mores and traditional modes of human behavior remain eternally valid and should continue to be perpetuated without much examination. Children are asked to abide by rules of behavior which are often not based on reason. Too many of these rules are advocated because they are the proper or traditional thing to do. More viable standards would derive from an examined, rational, pragmatic approach to human

behavior. Rules should be based on reason and humaneness and be able to withstand continuous testing against current interpretations of values and recognized examples of effective behavior. This should not suggest a sentimental, permissive approach or coddling the young, but permitting them a broader encounter with real problems and consequences of life at the student stage of development. It means providing opportunities for youngsters to shape the rules and standards they live by. It means recognizing that the sociology of groups--that is, the roles parents, children, teen-agers, teachers, and others play--has changed and is changing. Standards of behavior, relationships, and responsibilities of all parties in the pre-adult's world seem constantly to be shifting. To avoid chaos and confusion there must be some attempt in each subgroup to agree, at least tentatively, on guidelines and understandings of acceptable behavior, but they cannot be crystalized. The balance between no rules at all and overly rigid standards is difficult to achieve, but in this time of continuous change, it is essential.

5. There is an old assumption that subcultures within our society can be categorized into urban-suburban-rural or upper class-middle class-lower class, and that the people who live in these communities or groups have unique characteristics and distinctly different problems. An obvious need is a more cosmopolitan, national, and world concept of society. We live on a planet where communications are instantaneous, where people know a lot about each other, and where there is a great interdependence of people. What the individual does, whether he lives on a farm or in the city, at home or in a distant land, may directly affect other people who live miles or nations away.

Although we live in a stratified society there is a tendency to over-generalize about categories of people in terms of education, cultural sophistication, wealth, color, religious convictions, and political ideologies and to judge them by what they have and who they know rather than what they are. The willingness to overgeneralize and to support a closed system is inconsistent with American ideals and stifles progress. If pronouncements about freedom and equality are to have meaning, we need to promote a more heterogenous, open society where an individual is judged on how adequately he fulfills his own potential and what he contributes to his fellowman, not on what position he has or what degrees he holds or what color he is.

6. Another out-of-date assumption is that careers develop along planned, predictable lines. Too often it is assumed that a person begins work in a particular field and stays in that field, that progress in a career is linear and follows a known sequence. Most careers today are not predictable; the trend is for them to be less so. A career, even life itself, must now be viewed as a flexible developmental sequence in which a person may start out with particular goals but move easily into many careers, some seemingly unrelated. This will be possible because the intelligent, well-educated man is able to learn what he needs to know, within limitations, about a new job. It will occur because some jobs are so new that formal preparation programs have not yet been developed for them. The first people in a new career must find their own way. The self-prepared will become much more commonplace, both because of rapidly developing new fields and because of the adaptability of people in a high society.

7. The traditional assumption that people are largely immobile and provincial no longer holds. People may be provincial, but at least part of their provincialism is superficial, such as allegiance to sectionalism (Californians or New Englanders) or snobbishness as a part of an in group. Ours is a national society. Much of life is national in scope. Mass media makes information widely available. Almost every community has its cosmopolitans. And people are certainly not immobile. The trend is clearly toward more mobility and sophistication. People will be (or should be) citizens of the nation and the world, even the universe. They must also relate to and take responsibility in the local community. The questions of "Where do I belong?" and "To whom do I have responsibility?" need new answers in a highly migratory society in which few people belong to only one community. Old patterns of earning or seeking status, acceptance, and power within communities are changing, especially in new communities. The ramifications of great mobility, shallow roots, and the problems of adequate cosmopolitanism are interrelated. Though his vision is wide and his ability to travel is great, man must still have an effective relationship with and a recognized responsibility for his fellowman. What this can mean for the highly civilized American nomad is far from known.

8. Another outdated assumption is that hard physical work is righteous and good; that to be really virtuous, work must be tough and distasteful; that work is easily discernable from play. Within this concept people are paid for the amount and quality of goods produced. New concepts of work will not necessarily equate production to compensation but may recognize accomplishments of other kinds. The person who must experience hard work or feel guilty will need reorientation. More than education of the current sort will be needed. Many attitudes about work have deep psychological and religious underpinnings. Changes in attitude will need to be developed through a pragmatic kind of thinking about accomplishments being assessed in a variety of ways. For example, it must be legitimate to regard reading a book or going to a concert as work. Such activity may be as important and require as much effort as any other kind of activity. A broad concept of work must recognize people developing in a fuller "culture." In early America most of the people were largely un"cultured" in the sense of being conversant and sophisticated in the arts, music, literature, and philosophy. Americans are changing. There is now the prospect of a mass "culture," hitherto undreamed of, where most people live a full life, creating as well as consuming.

9. Another traditional notion is that procreation is by intention or accident, that people bear children because they want children or feel a responsibility to perpetuate the species, or that people have children by mistake. The world is becoming so heavily populated that more rational thinking about procreation seems inevitable. It also seems sure that choices in love and marriage have been based for too long on Hollywood-created myths about romance. The population explosion makes it timely to explore and consider the welfare of prospective people, to consider the possible use of science and medicine both in seeking suitable marriage partners and in producing the best offspring. Sex drives should not determine who and how many are born. Intelligence and morally acceptable behavior must become more related. When decisions such as these can be made, the individual and common good as well as civil and religious codes of behavior must be considered. Marriage partnerships and births should not occur by happenstance or accident or shotgun.

10. Still another time-honored notion is that childhood and adolescence is preparation for adulthood and magically at age 18 or 21 a person becomes an adult. One basis for this is religious doctrine; another is tradition based on false assumptions about the human babe and child. When a child is regarded as "by nature sinful and unclean," adults see to it that he is carefully indoctrinated and molded so that basic instincts can be overcome. When children "should be seen but not heard," there is usually little understanding of childhood or adult selfishness for peace from children.

It is now clear that life is a long period of gradual development, that the human being is influenced strongly by his environment, and that innate abilities exclude values and attitudes. It is also clear that if initial development does not take place, much of what a young child should learn during his early years cannot be compensated for or developed later.

11. A final assumption for this paper which needs to be changed is the notion that essentially the same schooling is appropriate for both boys and girls. Teachers and parents recognize the differences in boys and girls, yet nothing much has been done in school programs to provide for or capitalize on these differences. Recently the pressure to impose specific cultural roles on boys and girls seem greater. Boys typically are expected to be more aggressive, independent, and nonconforming, to dissent and question. Girls are expected to be submissive, dependent, and conforming, to please and support teachers and other adults. Boys are more often discipline problems than girls. Attitudes about masculinity and femininity influence interest and performance in school to the point that some subjects are actually seen as feminine or masculine. Girls on the average make better academic grades in junior and senior high school than boys, yet boys score as well as girls on achievement and IQ tests and more boys than girls go to college.

The need is acute to give special attention to imposed cultural roles and adult systems of control. An example of the alienation of both boys and girls is the hippie movement, which stems from overcontrol and the inability of adults to communicate with the young, and vice versa. If preadulthood is to be a desirable, respected period of life during which growth and development are fostered, encouraged, and tolerated, changes are in order in school programs and in approaches to instruction.

These assumptions, although not comprehensive, serve to illustrate some of the kind of thinking which is needed to bring about a new sort of education. It is not always possible to draw implications directly, but the identification of outmoded assumptions provides background for thinking about new concepts of education and possible new models of teacher and teaching.

A New Education

A new concept of education will go well beyond the school. Education under school auspices and in other community agencies will provide greater scope, more facilities and resources, and more reality in learning. It will capitalize on all of the agencies and people who contribute to learning and education. The existing emphasis on abstract concepts and vicarious experience will be enlarged,

because some youngsters have insufficient experience to deal with abstractions and most youngsters need more contact with real things and real people. The new school will have work-study programs to enable students to gain practical experience to which abstract and concrete study and thinking can be related. Study and work for short or extended periods will be arranged out of the classroom and out of the school. Many community, business, industrial, governmental, and other agencies will serve as supplementary learning centers. Youngsters' study programs will be individually designed, based on continuous and careful diagnosis of individual intellectual, psychological, physical, social, and esthetic growth, and work will add essential responsibility and provide status for them. Being a student will be recognized as a youngster's work. Education will offer as much or as little planned control of the school environment as necessary. The question of what and by whom controls will be exerted may present some thorny problems, but it also provides part of the basis for deciding on the purposes of education and the new roles of teachers.

The new education will include careful, continuous diagnosis of what a student knows, what he thinks he wants to know, how he learns, what he wants to learn, what he is able and motivated to learn. It will include counseling about alternatives in learning, recognition of various levels of learning, and examination of the degree to which learning has transfer value, is generalized or synthesized.

A new concept of education will help the learner develop an understanding of what learning is, how it takes place for him, how and why it can be or is exciting or dull, challenging or boring, rewarding or a waste of time.

The new education will explore and recognize conditions and attitudes which influence learning. Learning will be based on theories far beyond the simplicity of conditioned-response psychology. The new education will be concerned with how people feel about themselves and how they feel about others, and the influence of such feelings on how and what they learn. It will be concerned much more with the effects of physical and mental health on learning and will be seen as oriented to helping people live more effective, productive lives, not merely directed at getting a better job or social position. It will stress individual assessment based on what a person can do. It will provide for internal evaluation but will also use external assessment as cues to what has happened to an individual. One of the focuses will be helping the individual organize his own existential world.

The subcultures of childhood and adolescent life will be used as part of the substance for learning. Study and learning in human relations, interaction, and growth will use the real problems and situations of living (as students). Both real and simulated situations will be employed to apply knowledge and skills from all phases of learning.

Evaluation of student progress will be primarily in terms of behavioral goals. This will include not only the assessment of students' intellectual ability--ability to analyze, understand, interpret, and use what has been learned--but assessment of their performance as members of the school society.

In many areas of learning, particularly where performance goals can be identified specifically, such as in mathematics, typing, spelling, etc., require-

ments will be in terms of achievement rather than time. For example, the student will no longer be required to take two semesters of geometry or four years of English; he will study only as long as it takes him to demonstrate that he has achieved the specified goals.

Flexibility in all subjects and areas of study will eliminate the school schedule as we now know it. School will not begin and close at the same time for all students. In fact, on some days some students may not even "attend" school in the present sense. Schools, libraries, museums, art galleries, and other locations for study will collaborate by pooling resources to fit the students' learning goals.

Eventually, as the above sources of information and knowledge become readily accessible and as terminals for computer-assisted instruction and computer-stored information become available, the problems of access to data will largely disappear.

The new school will provide all types of materials for learning, including extensive collections of supplementary materials and primary sources which will be available on microfilm, microfiche, and other forms of computer-storing.

Teaching groups will be organized so that both instructional and subject matter experts can be available to make judgments about selecting content and approach in teaching. A variety of non-educators--psychologists, sociologists, social workers, artists, musicians, philosophers, political scientists, and other consultants--will be available on a temporary or part-time basis to work in schools and to help teachers analyze and make judgments about the appropriateness of curriculum and instruction. The selection of learning goals will include much more than deciding what, why, and how to teach. Much more emphasis will be given to creating the conditions under which learning can be fostered through individual study.

These ideas about the school in a new concept of education are far from comprehensive, but they do give some idea about the kinds of people needed to staff schools and about what the multitude of jobs in teaching might be like.

New Kinds of Teachers and New Concepts of Teaching as a Career

Educators in the future will perform a variety of tasks, some of which exist in schools today and many which will be newly defined as teacher roles are differentiated. Roles will be identified and classified in terms of degrees of difficulty, responsibility, and needed artistry and in terms of background of the people who assume specific kinds of tasks. Role identification and assignment will be supported by a thorough, sensitive guidance program for the professional development of educators. There will be specially trained staff for teacher evaluation, analysis, and guidance.

The term *teacher* will describe only some of the people who work with youngsters in learning. The concept of "classroom teacher" will refer to only one of the many kinds of teachers. The notion that teaching takes place in a

room designated as a classroom with a specified number of youngsters will no longer provide a valid definition of the teacher. Teachers will perform in many roles which may not take place in classrooms as we have known them.

No teacher will be expected to be competent in all situations or with every child. Assignment of teachers and students will be made carefully and purposefully and assessed constantly. Reassignment will be possible at any point in the year.

The teacher of the future will be much more responsible for diagnosing learning problems, developing curricula, creating effective procedures, masterminding the production and selection of materials and media, and contributing to the professional development of himself and his colleagues. The teaching profession of the future will emphasize attracting people "who like to teach." The teacher will be a facilitator of learning, one who is fascinated with helping to dream up ways of learning and thinking, one who is sensitive enough to know when to let the student learn for himself, one who is intrigued by the young, the less mature, or the less sophisticated. Teaching will emphasize artistry and employ a rational science of pedagogy.

Teachers will be assisted by a variety of aides, specialists, laymen, students, and machines. Students will be utilized to teach other students, recognizing that there is learning value in teaching.

Teaching will provide many career, temporary, and part-time positions, including advanced standing as a teacher. It will have many possible patterns, some of which permit teachers to attain seniority, appropriate compensation, and prestige in teaching itself; it will not be unusual for a person to earn promotion without moving into administration and supervision. It will be usual for career teachers to earn up to three and one half times as much as beginning teachers.

Teachers and other educators will have variety in assignment. Roles will be designed to maintain freshness of viewpoint. The educator who teaches will always be considered a learner. Assignment will be designed to provide sufficient variety so that overconfidence, boredom, and rigid routine in a subject or situation are avoided.

Deliberate efforts will be made to keep teachers from becoming routinized, static, dull, defeated, or stale. Some such measures will be taken within the school system and some will be provided from outside of education. There will be exchange position for all teachers. There will be foreign, government, and industrial assignments which teachers will take every three or four years for at least a year's time. There will be social work and other opportunities for teachers to become immersed in society so that they can avoid becoming shortsighted and complacent. It will be nearly impossible for them to become staid, rigid, or bogged down in a rut.

The career or senior teacher in the future will be expected to be more than the teacher of today. He will be a student of society, of human development and social history. He will be well informed in psychology, sociology, and social and political sciences. He will be a dilettante philosopher, scientist,

social critic, world traveler, and politician. In none of these areas will he be similar to the people who devote their full energies and scholarship to a special discipline, but he will nevertheless not be unsophisticated. He will be a practitioner--one who depends on scholars, who communicates with scholars, who must interpret into action relevant data from these sources.

The teacher of the future will have a high level of academic freedom and will recognize what a profession is, what his role and his rights and responsibilities are, for himself and his colleagues.

Questions About Action

To realize a possible dream for remaking the teaching profession and developing a new, superior quality of education, a great deal must be changed in the present scheme of things. A number of new models have been developed (see "References") and additional models will be developed as "The Teacher and His Staff" concept is expanded. New models of teacher education will be created and implemented under U. S. Office of Education funding in the next two years. The following questions are designed to elicit discussion and action in remaking education and the teaching profession:

1. What additional analysis of present circumstances in society needs to be undertaken to anticipate needed developments in education?
2. What key people in education and teacher education should be involved in initial attempts to analyze, anticipate, and predict?
3. How can scholars and social critics be involved to the best advantage?
4. How can new ideas best be shared within the profession and with the public?
5. What steps can be taken to translate ideas into action?
6. What changes in teacher education are needed to prepare teachers to work in schools where staff roles are differentiated?
7. What changes need to be made in certification requirements, salary schedules, tenure practices, student-teacher ratios, local and state financial support, and other traditional procedures to encourage new concepts of education and new thinking about teacher roles?
8. How can the provisions of federal legislation, particularly the Education Professions Development Act, be capitalized?
9. What changes in position and emphasis are needed by professional associations?
10. What can teachers do through local associations? Through other vehicles?

At stake is the future of American education. To dream a possible dream is no small task. To make dreams a reality is a monumental one.

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**A POSITION STATEMENT ON THE CONCEPT OF
DIFFERENTIATED STAFFING**

CONSULTANTS:

Wendell C. Allen
John Chase
Rolf W. Chase

Helen Paytner
Edward C. Pomeroy
Robert Poppendieck

MEMBERS OF COMMISSION:

Dorothy V. Meyer, Chairman
Clara E. Cockerille
George W. Denemark
Marjorie Frazier
Margaret Grothey

Nancy W. Hanna
Frank L. Hildreth
Donald C. Roush
Bobbie Wilborn

The NEA National Commission on Teacher Education and Professional Standards (NCTEPS) believes that the differentiated staffing concept is a promising idea worthy of development and testing and that it should receive the opportunity of an objective trial.

This position is consistent with the Commission's established posture of encouraging and supporting a broad range of experimentation with new ideas in preservice and continuing educational and professional development in the teaching profession. The major purposes of the NCTEPS include the generation of ideas, the development of models for try-out, and the support of evaluation leading to policy recommendations.

Illustrative of the range of its activities in promoting experimentation

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are such areas as student teaching, the induction of new teachers, and school-university cooperation in programs of teacher education.

Arriving at a Definition

There is no precise definition for the term *differentiated staffing*. A tentative definition for present purposes might be as follows: a plan for recruitment, preparation, induction, and continuing education of staff personnel for the schools that would bring a much broader range of manpower to education than is now available. Such arrangements might facilitate individual professional development to prepare for increased expertise and responsibility as teachers, which would lead to increased satisfaction, status, and material reward. (See Discussion Paragraph I, p. 6.)

Encouraging Experimentation

The differentiated staff idea is yet to be fully developed in experimental design. Only a few models have been proposed and most of these are not complete. And no plans have been implemented long enough for reliable generalizations to be made about any operational aspect of the differentiated staffing concept. Development of the idea will also require increased attention to defining specific teaching tasks, to identifying relevant curriculum content, to appropriate materials and technology, and to time allocation and flexibility.

Therefore, the National Commission on Teacher Education and Professional Standards encourages and proposes to support:

1. The development of a wide variety of model plans for differentiation of school staffs.

2. The full partnership of teachers, and especially local education associations, in developing designs and carrying on experimentation, evaluation, and (if determined appropriate) full implementation. Tests and try-outs and dissemination should involve only those professionals who are willing to try, with alternative opportunities for those who choose to opt out.
3. Well-planned and controlled try-outs of models in a limited number of school settings.
4. Rigorous evaluation of experiments, employing a variety of appropriate criteria--evaluation that is carefully controlled and periodically conducted over several years. (See Discussion Paragraph II, p. 6.)
5. The dissemination of information about models, experimentation, and objective interpretation of the findings from evaluation.
6. The development of means for implementing or adapting whatever successful techniques result.

A Rationale for Change in School Staffing Patterns

Individualization of programs for pupils based on their needs, interests, and talents has become a number-one priority in American education. Almost no one, in or out of the profession, denies the value of concern for individual differences. It is becoming patently clear that to accomplish this important task, those who are responsible for individualizing programs for pupils require the opportunity to develop their own individual interests and talents. If individualized learning for pupils is to be achieved to its fullest, teachers can no longer be expected to be jacks-of-all-trades.

The education profession has not achieved career patterns on a par with other senior professions. The lack of career pattern and holding power in education is illustrated by the high percentage of trained teachers who never teach, the considerable number who pass through the profession on the way to motherhood or other careers, and the acceptance of the situation that advancement, prestige, and high material reward come only through promotion out of the classroom. Differentiated staffing promises to increase the range of career patterns available to those engaged in the education profession. (See Discussion Paragraph III, p. 7.)

Fuller cooperation of school districts and universities in programs of teacher education is acknowledged as essential by both institutions. Through differentiation on the basis of a career ladder, induction to the profession might become more natural and gradual, moving back and forth from college campus to school district, theory and practice might be more realistically related, and continuing career-long education and reeducation might be built in from the beginning. Experiments with differentiated staffing might thus result in more practical programs for educating teachers.

Teachers are increasingly coming to recognize that their roles as generalists are unmanageable. Witness an elementary teacher teaching remedial reading, safety, sex education, science, music, geography. Even at the secondary level, a social studies teacher might be expected to be equally conversant with political geography, economics, and history. (See Discussion Paragraph IV, p. 7.)

The curriculum development function of classroom teachers needs to be expanded. In small teams where several areas of expertise are

present, teachers could interrelate intensively and directly in curriculum building that would more fully develop the interrelationship of the subject matter areas.

Teachers have for too long been involved in tasks that diminish their professional stature and time and deplete their energies for interacting directly and intensively with pupils, for example, child-accounting, test-scoring, fund-collecting, hall-monitoring, typing, mimeographing, and the like. (See Discussion Paragraph IV, p. 7.)

The evaluation of teaching is fragmentary and superficial, and where operative, it has frequently been a threatening activity, imposed from without. An arrangement for closely supervised induction by senior teachers and for intensive team cooperation could place the evaluation process more directly in the hands of teachers themselves and result in greater emphasis on self-evaluation.



All these circumstances, and others, lead the NCTEFS to reflect that present roles of teachers and other personnel require further refinement and differentiation. New roles need to be created and new types of personnel recruited and trained to occupy the needed roles. The Commission is impressed that such role differentiation, refinement, and redefinition are common in other professions, for example, the draftsman in architecture, the junior partner and the law clerk in the legal profession, the intern and resident (and more recently the associate) in medicine, the chemical analyst in science.

DISCUSSION PARAGRAPHS

I. Definition

The definition implies that under a differentiated staffing arrangement education personnel would be selected, educated, and deployed in ways that would make optimum use of interests, abilities, and commitments and afford them greater autonomy in determining their own professional development.

A differentiated staff would include teachers and a variety of special service personnel, subject matter specialists, administrators, student teachers, interns, persons from other professions, craftsmen, volunteers, and several categories of paraprofessionals and teacher aides. Within the classroom-teaching ranks, some professionals might serve as leaders, responsible for induction of new teachers, coordination of teams of associates and assistants, and the general management of the learning setting. Others might function mainly as diagnosticians of learning difficulties, constructors of individualized programs for pupils, developers of interpersonal attitudes and behaviors, and the like.

Status and financial reward would be based on the complexity and intensity of the task the teacher chose to prepare for and assume. The traditional merit pay issue would be avoided in that teachers would be paid *differently* for assuming *different* responsibilities, as compared to being paid differently because they were judged to be performing *similar* tasks at *different* levels of quality.

II. Evaluation

The Commission is firm in the belief that research and development designs should be planned carefully over a long enough period and with the full involvement of those to be affected.

Publicity, promotion, and broad dissemination based on flimsy data and premature judgments by those with loyalties to specific projects should be avoided. Nor are plans likely to serve the profession well that will result in the reduction of numbers of staff responsible for the education of pupils or that will cut costs. The use of teacher aides in the schools, now approaching rapid diffusion, may have been set back for a decade or more because such cautions were not exercised.

The kinds of evaluation employed should be determined by the objectives of individual experiments, be based on local conditions, and be worked out through full involvement of those to be evaluated. Evaluation plans should be built in as experimental models are designed, not tacked on as an afterthought or put together after the project is under way.

III. Career Patterns

For the classroom teacher who seeks promotion and greater prestige there is almost no place to go but out of teaching -- to administration, supervision, research. Great numbers of teachers might be prevented from becoming dropouts from the teaching ranks if they were provided opportunities for greater professional satisfaction and recognition. This might be accomplished through their inducting new teachers, coordinating the teaching acts of teams of colleagues, diagnosing and prescribing for learning difficulties, and the like.

In addition, new exploratory, developmental, and transitional careers might be provided for disadvantaged youth, housewives, retirees, and others through differentiation. Not only would this provide much needed new careers for several segments of the society; it would also broaden the range of human resources for the schools and make available new manpower pools to contribute toward alleviating present shortages.

IV. The Generalist Teacher

The knowledge explosion alone has made it virtually impossible for the teacher to be highly conversant with several subject fields. This is not to argue against professional educators' receiving a broad liberal arts education. It is rather that teaching fields have become proliferated and highly complex, and for performing the teaching act, it becomes important that teachers have the opportunity to develop their greatest interests and highest talents in a fewer rather than a greater number of areas. Nor should this necessarily result in greater departmentalization and fractionalization of content and process. As teachers perfect their collaborative effort they might find themselves leading in some activities, working as peers in others, and assisting or following in yet others. Such arrangements might make it possible for teachers to learn much more from their colleagues than under present patterns of operation.

V. Centrality of Functions

All functions performed in the learning situation have their value; otherwise, they have no reason for being. But some, important as they are to assuring optimum learning conditions, are less central than others. Highly professional teachers require and deserve to spend the greatest proportion of their time performing those tasks requiring the greatest expertise and for which they are particularly qualified. Not only should a range of specializations and levels of preparation within the teaching ranks be explored, but a variety of technical, clerical, and support services from other professions and from technology and crafts need to be developed.



A PROCESS APPROACH TO MODEL DEVELOPMENT

Planned change in education requires that a more concentrated effort be devoted to the process approach of considering alternatives gained through (1) the assessment of educational needs, (2) the analysis of educational system performance, and (3) the determination of priorities for accomplishing instruction and instructional support programs. Therefore, circumstances dictate that new approaches must be based upon an orderly and systematic rationale for educational improvement.

One area of planned change that has received considerable attention over the past year focuses on more effective utilization of school personnel. Traditional rigidity of school personnel organization and utilization has provided limited alternatives for quality instruction. For some, the solution to this dilemma lies in the development and implementation of the concept of differentiated staffing, an idea that purports to offer improvement of instruction by maximizing attention to individuals; providing flexibility in use of time and facilities; exposing students to the particular strengths of each teacher; and paying salaries commensurate with responsibilities and levels of instructional tasks performed. Since the inception of this idea a number of staffing models have been proposed and several pilot models have been implemented, however, very few are considered "revolutionary" plans.

Dimensional vs. Process Approach

Fenwick English has classified the differentiated staffing models, some of which are only in the theoretical stages and some which are actually tried, into four broad categories--learning models, teaching models, curricular models, and organizational paradigms. In reality all the models being developed eventually touch all four of the major dimensional focal points. The emphasis in each is not

Source: This report was prepared by Marshall L. Frinks in cooperation with University of Massachusetts, School of Education, Center for Leadership in Educational Administration. August 1970.

the same, however. Mr. English uses his taxonomy to sort out the various models so that the reader can visualize the many different kinds of assumptions made by the developers as well as distinguish between models developed along the "dimensional" lines in contrast to "process" variations.

In the distinction Mr. English points out that the dimensional approach relies heavily upon experiences of the developer in shaping new staffing patterns as opposed to the process approach that concerns itself with the organizational climate in which inter-relationships are formed and reformed to maintain its environmental equilibrium. The process approach represents a systematic, orderly approach that takes into consideration the self-renewing aspect of the educational organization, whereas the dimensional approach, referred to by some practitioners as the structural or "arm-chair" approach, emphasizes empirical characteristics with little regard for interaction within the parameters of organizational climate and control system. The intent of this distinction is not one of value, but to identify for the reader that two approaches have been considered in model development.

Proponents of the structural or dimensional approach may argue in favor of this approach based upon what has not been accomplished in education, whereas supporters of the process approach will emphasize what should be done. The process approach undoubtedly takes more time, because a process is a means rather than the end that historically results from the structural approach. The ordering of events, systematic feedback and simultaneous initiation of activities will do much to reduce the time factor.

Guidelines for Flexible Staffing

Regardless of the approach adopted, school systems that are contemplating the development of a variable staffing model would do well to consider the following elements:

- A. Levels of instructional responsibility which would identify and respond to specific performance objectives for instructional personnel

- B. Compensation for services which would be commensurate with levels of instructional and organizational responsibilities. This does not necessarily eliminate the single base salary schedule.
- C. Instructional programs which would reflect the individual needs of students.
- D. Time flexibility facilitated by flexible scheduling which would result in better application of instructional options.
- E. Instructional support systems which would provide both human (auxiliary) and non-human (media and materials) resources.
- F. Instructional personnel involvement in the decision-making process when relevant to their instructional responsibilities.
- G. Flexible use of physical facilities which would allow for necessary variations in instructional programs.

The above-listed elements could serve as initial, and perhaps minimum, operational guidelines for establishing and flexible staff utilization plan. For application of these guidelines specific sources of information should be considered.

Pre-Planning Activities

Although these elements are projected as minimum operational guidelines, caution should be used in implementing these variables prior to adequate consultation and proper inservice training for those involved in the implementation.

The self-analyzing activities will vary according to the nature of the administrative or educational unit, but in general they are important for any educational agency to take into account in establishing an orderly planned change based on a clearly designated purpose. The self-analyzing activities have been identified in five major areas:

- 1. Establishment of goals. A clear-cut statement of philosophy that reflects educational goals is certainly a necessary area of consideration. Flexible staff utilization must fit into the total context of one's overall plans. These plans must reflect specific objectives. Differentiated staffing implies reassessment of the total system, thus it cannot be accomplished in isolation.

As Florida moves toward reviewing education, preparing a more sophisticated accreditation program stated in behavioral terms, and considering more efficient total staff utilization in both instructional and administrative areas, we are finding that emotional "shoot from the hip judgement" is just not getting the job done. In the past we have been too general -- not specific enough in our objectives in spelling out the performance goals for the educational system, and thus the taxpayers who are paying the educational bills have not really understood what we are trying to do in education.

- 2. Commitment. A commitment to a sound planning practice must be made by all parties concerned. This is also a must as a pre-planning activity in setting priorities. Without this commitment from the responsible authorities, planning could result in an academic exercise.
- 3. Involvement. It is essential that all people related to the area of concern be actually involved to assure a climate of understanding and trust.
- 4. Responsibility. The delegation of responsibility is imperative. Second guessing can be deadly in the planning process. One must have confidence in people, otherwise assignments cannot be made and carried out. One finds this element present whenever imaginative leadership is identified.
- 5. Allocation of resources. It is necessary to determine the availability of both human and financial resources that can be utilized in a total planning effort. This analysis area is direction-setting in nature and will reflect priorities that have been established by the system. However, regardless of the nature of how it fits into the system, it should not be "a catch as catch can" type of operation or assignment. This also applies to funding. If one is going to make the commitment to planning for educational change, it should be a key item in the budget for the school year.

These five pre-planning activities focus on the here and now and should illustrate existing capabilities for developing a framework for formulating long-range plans, whether in differentiated staffing or in other areas. The real challenge to responsible educators is to do less reacting to planned change and to do a more thorough job of projecting plans for needed change.

In considering the concept of differentiated staffing as an alternative to current staffing patterns, it is important that the necessary time and training be provided to assure a minimum degree of success. Too often a void exists between planning and implementation. The program may be ready, but with reference to attitudinal change, the people may not be.

It might be well to mention here two of the most basic problems that have been encountered by many innovative educational systems in

testing and implementing new programs:

- the difficulty in changing attitudes of educational personnel regarding the organizational structure, the teaching-learning processes, and the basic assumptions about the goals of public education.
- the lack of training and retraining in the many diverse skills necessary to develop and implement the new variety of organizational patterns, processes, and program objectives which will emerge during the early stages of new programs.

Dr. Jack Rand of the Temple City Unified School District, California, has stated repeatedly that "a lot of difficult adjustments are still to be made in education, and in accepting this reality the only thing that we can be sure of in the future is change." If the need for change is real, the underlying principles for change should be clearly stated.

One of the basic rules to which we are committed is involvement of appropriate people. This commitment is based on the fact that the concept of differentiated staffing cannot be people proofed. It is increasingly apparent that any strategy for accomplishing change in staffing patterns must reflect a better understanding on the part of the people involved and the total conditions of the system that is to be changed.

The crux of the differentiated staffing concept, regardless of the elements in any proposed staff pattern, is a fundamental change in the way we perceive the professional teacher, his designated responsibilities, his image, and his status within the educational structure. Differentiated staffing, then, is a concept which would significantly alter the role of the student, the teacher, the supervisor and the administrator in the traditional organizational structure of public education. To many this is viewed as a threat, but to a growing number it is viewed as a means to exciting alternatives for quality education.

Changing the Organizational Structure

Reviews of current operational models as well as a number of the position papers available provide re-enforcing indications that the creation of a differentiated teaching staff is not practical without an accompanying change in the organizational structure. It is one

thing to create new roles; it is quite another to obtain the organizational flexibility necessary to make the new roles effective.

With this in mind, the differentiated staffing concept in the context of flexible staff utilization is viewed as an innovative process in itself; however, for the purpose of determining better patterns of staff utilization on a performance basis, it must also be defined in broad terms as a facilitator of other innovations or as a framework for planned change. The defining of a flexible staff organization in any school system should be clearly related to the instructional program and be based upon three major considerations:

- assessed needs of students, teachers and the community
- involvement of all personnel
- established educational goals

These three considerations are very much a part of an orderly, systematic process approach to developing new models of flexible staff utilization. The concept of differentiated staffing as perceived by some authorities is viewed as a process and not a product. It is a means and not an end. To differentiate is the means, with the product being the flexible staffing pattern that results from the process strategy.

Considerable study has resulted in the development of an "operational level" flow diagram which identifies four general components for consideration in the process approach to the development of flexible staffing models. The components are identified as follows:

- Problem validation
- Education system design - performance criteria
- Requirements for valid systematic change
- Implementation and feedback

The proposed systematic approach takes into account many factors that should be reviewed as operational models are developed at district or building levels. It is intended that this approach be utilized as an input-output closed-loop system, one that will provide the existence of self-correcting mechanism so that feedback data can be provided to allow modifications to meet the requirements previously specified in the performance criteria.

Donald Miller² indicates that a general closed-loop pattern of system-environment relationships can be specified to exist between an educational system and the environment it serves. Miller says that "the educational system depends upon the environment for certain inputs; name-

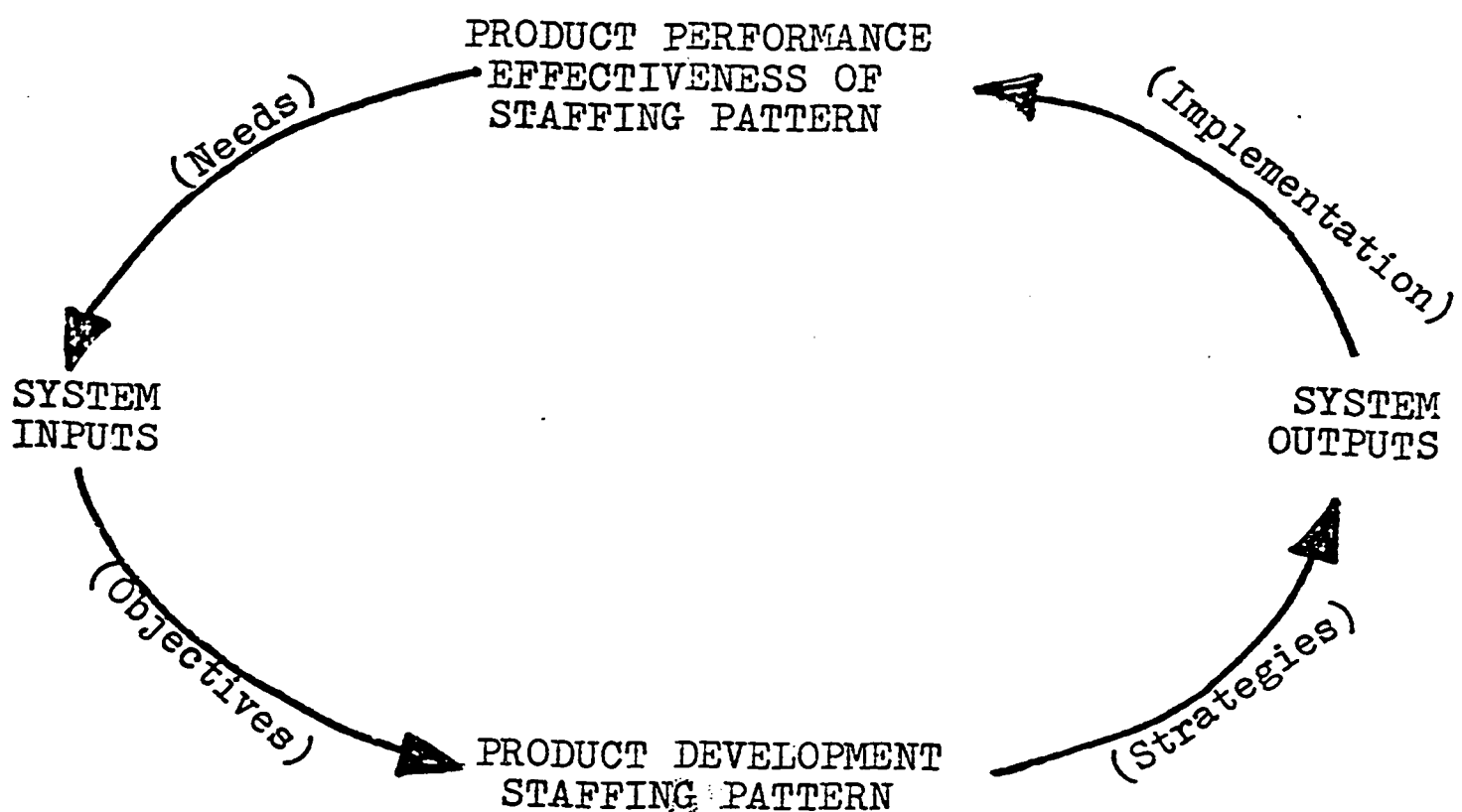
ly, resources, energy and information. Once received, these inputs must be managed and converted in order that the education system can effectively and efficiently develop the services and products (system outputs) specified in school board policy decisions. The outputs of product development are delivered to the environment in the fulfillment of performance requirements specified in policy decisions. The environment then determines the effectiveness of performance by judging the worth of the outputs (quality and quantity) using value-based criteria or relevance.

This closed-loop pattern of education system-environment relationship is, therefore, a pattern of value relationships. The culturally-based values used to determine the performance effectiveness of the staffing patterns (outputs) are also basic to the policy decision and performance requirements which define the educational system's performance. Local school boards in most cases serve as the organizational control agency of society by adjusting educational performance to changing environmental requirements, evolving goals and local needs. The role of the district school boards in the education system serves to close the loop and complete the cycle.

It is intended that the closed-loop principle (Figure 1) be used in developing differentiated staffing models via the process approach that will specify what is required (needs); what is to be accomplished (objectives); who will accomplish it (strategies); how well it was accomplished (performance); and the provision for the human element within the organizational climate.

CLOSED-LOOP PATTERN OF
EDUCATION SYSTEM - ENVIRONMENT RELATIONSHIPS

Figure 1



The proposed systematic "process" approach to the development of staffing models includes many forms of analysis. Briefly, the important steps necessary for the successful approach to model development are problem analysis, functional analysis and task analysis. These analyses represent the major portion of the processes by which we can identify and document those program functions and teaching tasks which must be performed in order to insure some degree of success of the instructional program objectives, thus improving the effectiveness of the instructional program.

The process approach to design and development offers a logical framework and the orderly use of sequential steps for staffing models. Figures 2, 3, 4, and 5, introduce this framework and describe suggested steps that may be used in the development of flexible staffing models. The four figures coincide with the four components outlined earlier.

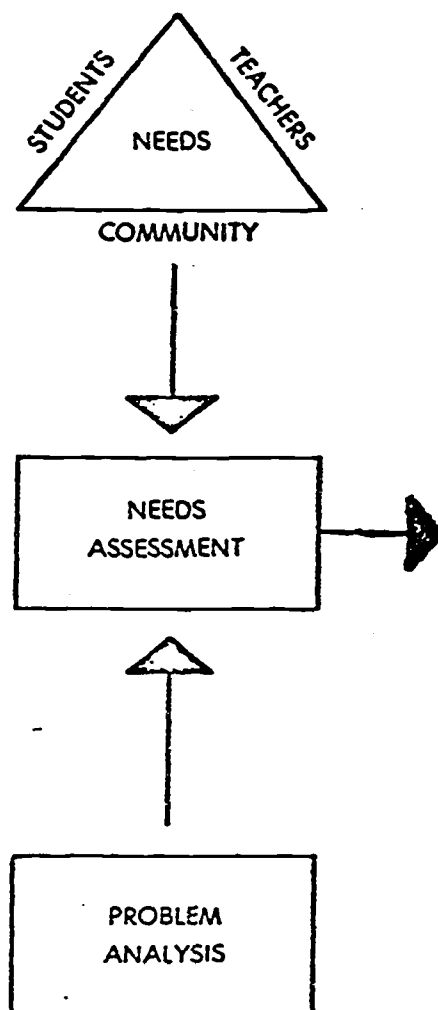
PROBLEM VALIDATION: Needs, Analysis, and Assessment

Since it is conceded that a flexible staffing model should evolve from an instructional program, it is natural to first begin developing that program. A rather commonly accepted principle of curriculum development is that any program design should be based on the identified needs of the people the program serves. The component shown in Figure 2 illustrates two areas suggested for consideration in Problem Validation. One area illustrates that needs might be classified according to student needs, teacher needs, and community needs with the community dimension being loosely defined as local, state and national.

As analysis of student needs might include such things as abilities, attitudes, and aspirations. The socio-economics of the children served by the school provide insight into the cultural experiences and backgrounds as well as a basis for understanding the students involved. Other factors could undoubtedly be identified. No doubt some of this data, particularly of a demographic nature, will soon be available through the statewide ESEA Title III needs assessment activities. The over all objective should be to acquire as much information as possible in order to gain a clear understanding of the students' needs and abilities.

I. PROBLEM VALIDATION

Figure 2



Prior to obtaining these data, those persons responsible for the interpretations of the information should explore the various methods of synthesis and select those most appropriate.

The needs of teachers and others to be involved in the instructional process should be analyzed. To obtain information concerning instructional personnel needs a principal may ask those involved several open ended questions, i.e., "What do you need most to improve the teaching-learning process within your area of responsibility?" It is very likely that teachers will find themselves operating quite differently in a flexible staffing model. This leads the writer to believe that there will probably be new institutional expectations to contend with by many of the individual personalities who have already developed set values and habits as a result of the present system of operation. The strengths, weaknesses, attitudes and aspirations of these people must be assessed and considered. Strategies for an assessment of this nature should be discussed with authorities on the subject. The Department of Educational Research in the nearest university would be a good starting point for these discussions.

The community needs and expectations must be a part of the early assessment. Such factors as community norms, legal requirements, employment opportunities and needs should be included in this phase. One method that a principal might use to accomplish this phase could be to solicit the assistance of the local teachers' association to conduct a telephone survey. By asking a set of predetermined questions it is entirely possible that community needs and expectations could quickly and inexpensively be compiled.

Perhaps even an assessment of societal trends should be considered, as educational programs which will help to prepare students to function in a changing society are designed.

The second area identifies needs based on valid problem analysis. Many recent developments in education have too often resulted from arbitrary decisions and have not been based on the needs of students, teachers, or the community. Through a comprehensive problem identification and analysis we can determine the type of educational system needed. This is ordinarily undertaken by devising a scheme to assess the unmet needs of the school as well as the unmet needs of the individuals and teachers in the school. The identification of unmet needs conversely validates an educational systems problem. The performance of a simple match-mismatch of unmet needs and existing programs should provide a way to narrow the focus of solutions by educational means. As these data are gathered they must then be pulled together through problem analysis so that decisions can be made about instructional programs.

While the need may be briefly defined as "an urgent requirement of something essential or desirable that is lacking," there are other suitable definitions. In this report, a need is defined as "a discrepancy between what is and what is desired."

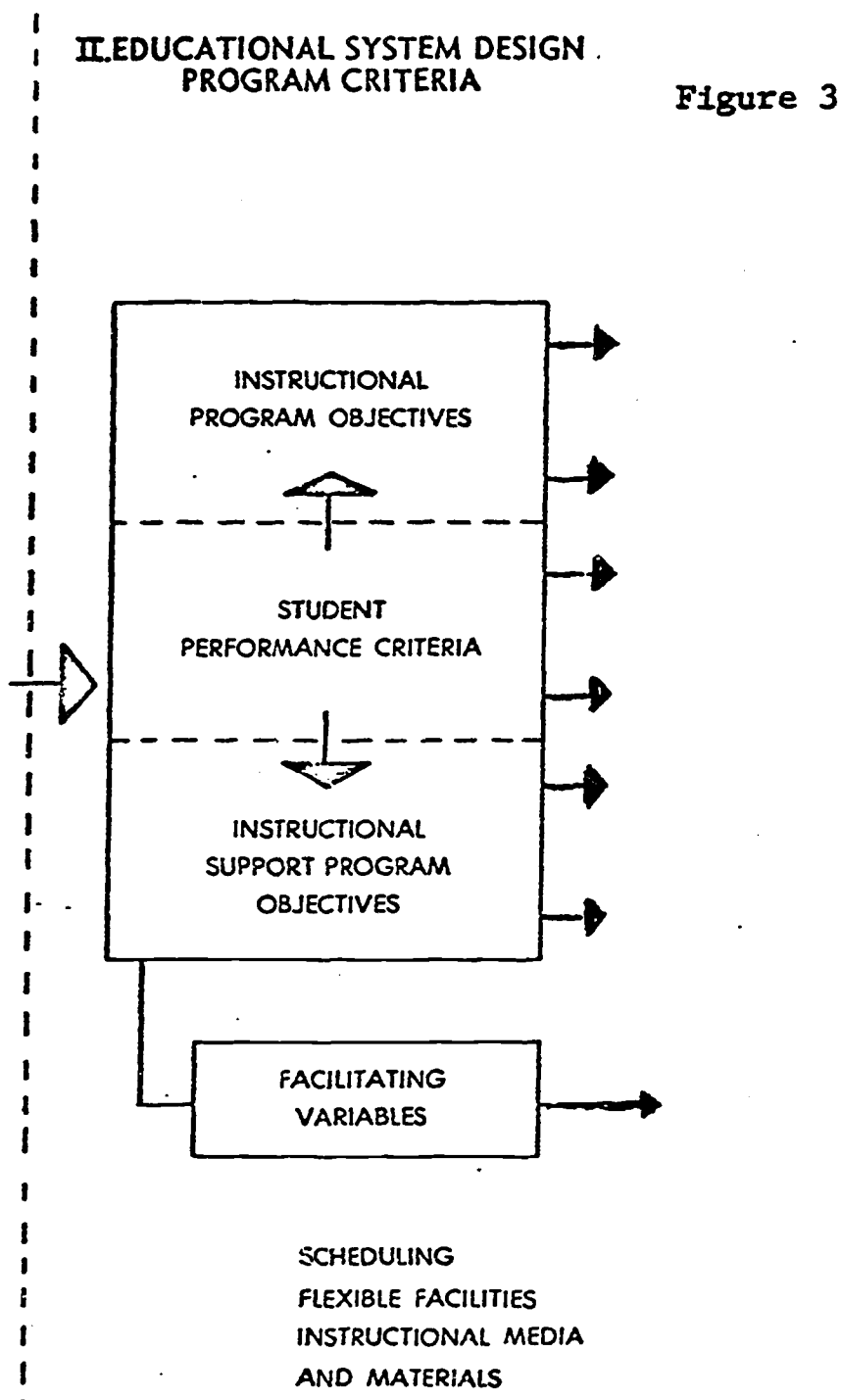
The entire process begins when the need is sensed or conceived. The principal must constantly be alert and sensitive to ideas, concerns, and expressions of need. (A subsequent Information Report or training module will focus specifically on problem identification and the assessment of needs.)

The conclusion and priorities which evolve from this analysis lead us then to a point where we can ask the question, "What general areas

of curriculum experiences must be provided to meet the needs we have identified? What subjects, or units, and in what sequence, if any?"

PERFORMANCE CRITERIA

Steps should now be considered for defining appropriate performance objectives for students. (Figure 3)



The student performance criteria or objectives must be the basis for the development of not only the instructional program or learning tasks, but also the instructional support program. Once these two programs have been identified, the facilitating variables, e.g., scheduling, materials,

and equipment should be considered.*

REQUIREMENTS FOR SYSTEMATIC CHANGE

After the program objectives and facilitating variables have been clearly established, it is then possible to begin talking about people in the process. Who must do what? For when the instructional program is analyzed functionally, we can then determine what jobs must be done to accomplish the instructional objectives.

1. Functional Analysis

Bela Banathy³ writes that, "the input data for functions analysis is the information gained from the identification and characterization of learning tasks. The purpose of functions analysis is to identify everything that has to be done by the system in order to facilitate the attainment of the specified learning tasks."

Performing a functional analysis will enable the developer to identify a higher order of instructional activities in a systematic and logical manner. The product of the functional analysis is the total array of functions and sub-functions down to the lowest level of instructional relevancy. The results will be the WHAT'S that must be accomplished, consistent with the student performance criteria. The functions must be in the order in which they are to be performed and also show the relationships with other functions in order to facilitate the attainment of the specified teaching tasks. The questions of "done by whom" or "by what" are purposely avoided at this point until it has been established exactly what functions have to be carried out.

2. Task Analysis

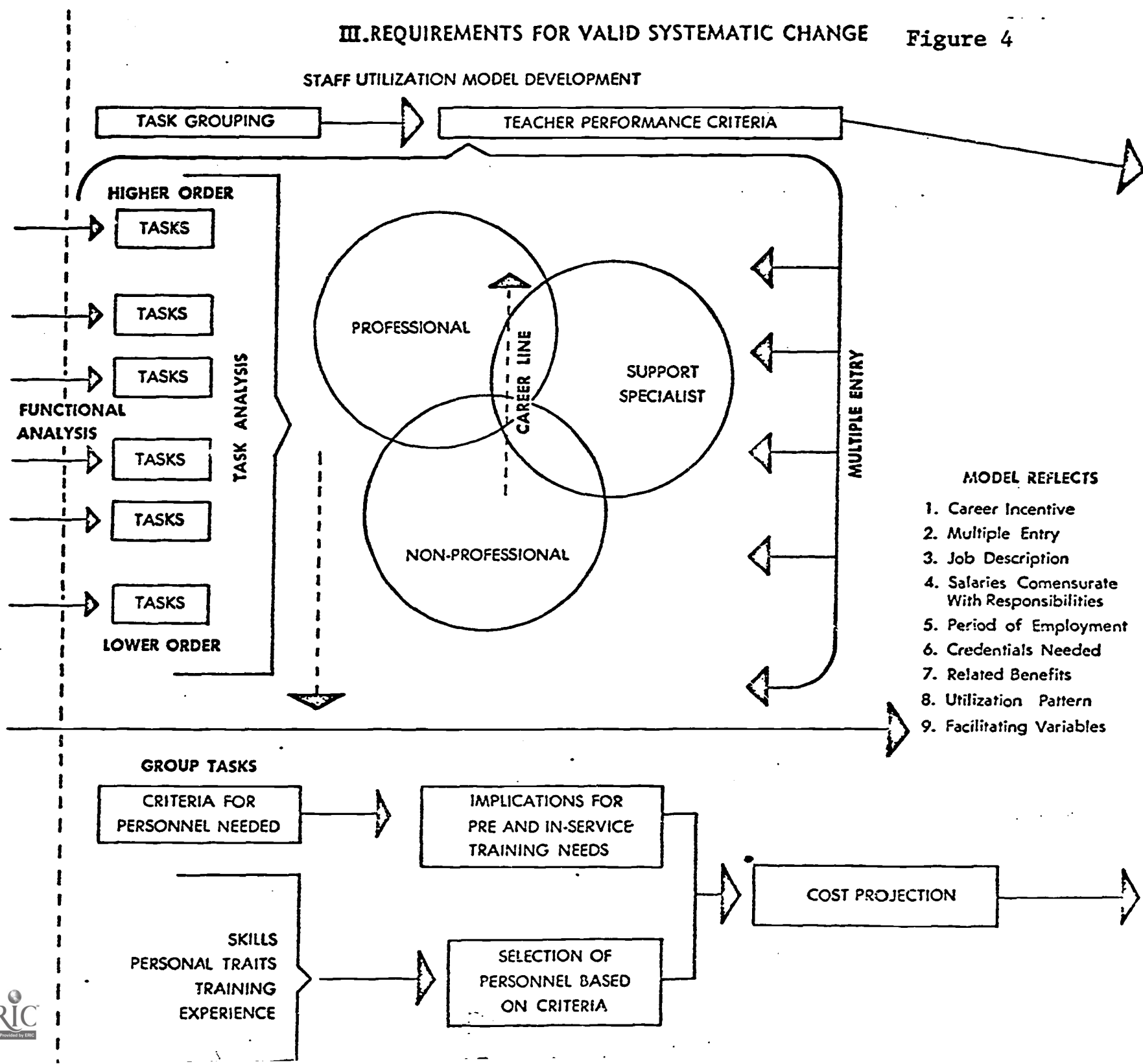
After functions have been identified, further analysis derives units of performance which are called tasks. Tasks are elements of a

*(It should be noted at this point that even though the designing of an instructional program may be considered the pivot point for developing staffing models, it is of utmost importance that the reader not take the formulation of instructional objectives too lightly. A careful reading of Bela H. Banathy's book, Instructional Systems, will furnish the developer with a solid foundation in systematic development of instructional programs. Dr. Banathy pays special attention to the analysis and characteristics of learning tasks. Its use as a source cannot be under-rated.)

function when performed by instructional personnel in a logical sequence will fulfill the related function or activity. For each function required to be performed in an instructional program there are associated teaching tasks which must be completed.

When the task analysis has been provided, then the teaching performance criteria to be accomplished must be determined in order that the function from which they are derived may be achieved successfully. Teaching tasks or activities must be performed by people, equipment, or people-equipment combinations. Specific information relative to the performance of teaching tasks will provide a criteria for its completion. Once the specific teaching tasks, as illustrated in Figure 4, have been identified in relationship to the learning tasks, the differential analysis can be applied for the kinds of jobs they represent and degree of difficulty they pose for the instructional personnel.

III. REQUIREMENTS FOR VALID SYSTEMATIC CHANGE Figure 4



It is the appropriate grouping of the identified tasks or jobs, followed by an ordering of these groups into higher and lower order of organizational responsibility, that will result in the "laying-out" of the needed staff utilization pattern. The results would be a staffing model.

The grouping of these tasks also results in implications for (1) establishment of a criteria for personnel needs, (2) selection and recruitment procedures for personnel based on the criteria, (3) redefinition of pre-service and inservice training programs, and (4) determination of learning materials needed.

Once these tasks are grouped and placed in a higher order arrangement, it is possible to consider other factors which relate to a particular grouping of tasks such as the skills, personal traits, training, and experience required by those who are to perform criteria tasks.

3. Performance Assessment

The development of a system for performance assessment and performance-based teacher education begins with the identification of the skills and knowledge which teachers are expected to possess as related to the learning structures. These skills are first validated--i.e., demonstrated to be relevant to the goals teachers are expected to attain in the schools--and then are translated into teacher education objectives. Such objectives may be applicable to either pre-service or inservice teacher education or both.

Performance based teacher education becomes a reality when programs are established to provide teachers with the specific knowledge and skills identified in the teacher education objectives. Such programs must include specific procedures for determining when the objectives have been accomplished. These procedures must be based on the evaluation of a product produced by the teacher trainee or a process engaged in by the trainee. A product might consist of a test score, an observable effect on a pupil, or a concrete item such as a report or a piece of art work. A process evaluation focuses upon the behavioral steps taken during a given time rather than upon the content topic or final product.

When these analyses are completed, it is possible to compare the skills, credentials, abilities, and personal motivations of existing personnel who are to fit into the new staffing pattern in order to

determine inservice needs. As deficiencies are identified through the comparison, inservice programs designed to strengthen the deficiencies identified can be dealt with more effectively.

Furthermore, the job descriptions which have been developed to include rather specific criteria of teacher performance, as well as the skills, traits, training and experiences, make processing for screening applicants for the various positions in the staff utilization mode more efficient.

4. Cost Analysis

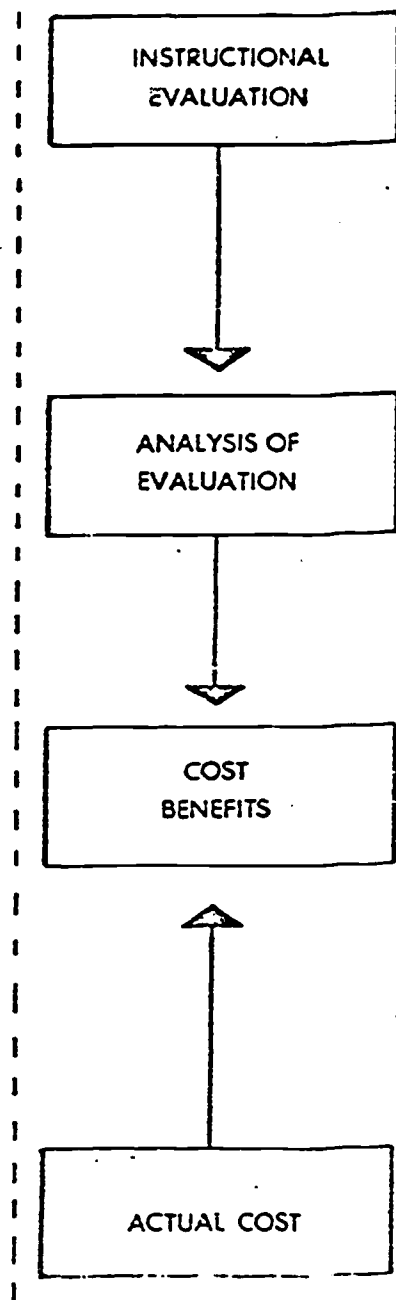
Throughout the process presented in this model, cost-analysis for the various activities should be calculated and recorded. This information should then be compiled so that adequate cost projections for initial implementation may be determined and committed, as indicated earlier in the pre-planning considerations. The Florida Educational Research and Development Program has set out to deal constructively with the issues of educational expectation and cost. One such program is outlined in Program B--"Developing A System for Determining Cost of Various Approaches for Using Educational Resources." The main purpose of this system is to supply cost data that could serve as an information base for decision-making. The developers of new programs within the State of Florida are encouraged to become familiar with this new program.

IMPLEMENTATION

The fourth component, illustrated in Figure 5, is Implementation. The stating of tasks in specific job classification or description for employment purposes will provide the formal identification of the teaching performance criteria that will establish a valid base for teacher performance evaluation. The evaluation of teaching performances based on designated tasks and coupled with the actual cost of the program provides an opportunity to assess the cost/effectiveness of the instructional program. Dealing with these areas is of utmost importance in re-examining the organizational structure of our educational system.

IX. IMPLEMENTATION
PHASE

Figure 5



In the application of the redefined staffing pattern, the developers must maintain a point of reference or continuous feedback of the performances, both students and teachers, so that adequate adjustments can be made within the instructional system when needed. The closed-loop aspect of the described process approach, with the self-correcting mechanism built in, is one of the most important features of this approach. In other words, the ability to re-assess our needs and to provide periodic feedback for adjustments in staffing patterns, both during the course of events and ultimately as the loop is closed, is important in maximizing our educational efforts now and in the future. Planned change, in an orderly and productive manner, requires that the educational lead-

ership acquire the ability within the organizational framework to reassess the needs of the total program and to adjust priorities when needed, as well as to specify division of labor, and allocate responsibility and authority.

Ultimately, the newly defined staffing pattern must be tested. In this writer's opinion, the success or failure will hinge on the thoroughness of the steps completed with each of the described components, as well as the initial level of commitment reached in the pre-planning considerations.

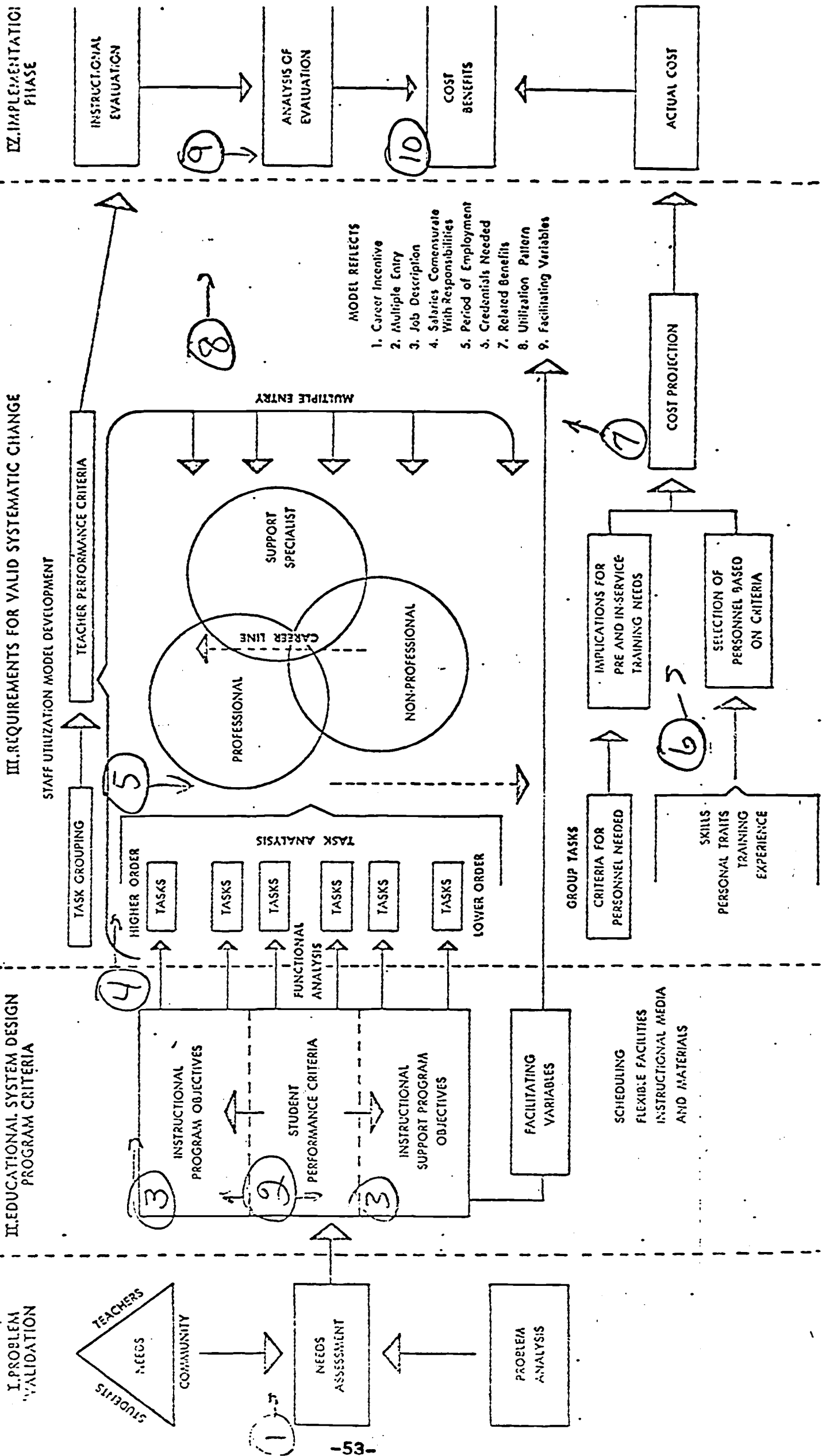
In summation, Figure 6 illustrates steps to be considered as you move through the flow of events that are described in the four major components of the process approach to developing a model of flexible staff utilization. Selected references have been suggested for the developers to consider in dealing with the four components. The steps that follow are by their nature very general and are not intended to be complete or all inclusive:

- Step 1. An educational needs assessment should be made. Students, parents, community members, educational personnel and professional associations should contribute to this assessment. An analysis of problems and then a match/mismatch with the current program will result in a needs assessment or the identification of needs.
- Step 2. Define and list appropriate performance objectives for the students within the school. This should be done as objectively as possible and based on identified needs; however, in the affective domain, subjectivity and first approximations should be considered. The results of this step will be a student performance criteria.
- Step 3. Define instructional and instructional support program objectives in terms of the instructional organization and modes necessary to facilitate Step 2. This step includes preliminary consideration of facilitating variables, i.e., materials, scheduling, and facilities.
- Step 4. Through function and task analyses, define the skills, competencies and training needed to support and implement Step 3. The results should be the identification of a higher and lower order of jobs to be done in the instructional organization.
- Step 5. Write job (work) descriptions in performance terms which satisfy the responsibility levels defined in Step 4. A combination of Step 4 and 5 should result in a teacher performance criteria.

- Step 6. Employ or train personnel in conjunction with cooperating agencies to fill positions defined in Step 5. This may require waiver of certification requirements, a review of recruitment procedures within a given district, or other local and state considerations.
- Step 7. Prepare a cost projection based on identified staffing models. The cost definition used should be consistent with the prototype study currently being conducted.
- Step 8. Use the personnel defined and hired (or in training) to staff identified pilot school(s).
- Step 9. Evaluate complete analysis of data, and re-cycle according to needs.
- Step 10. Compare evaluation data with actual cost. Results should be, recognizing various constraints, a cost/effectiveness comparison.



FLORIDA NETWORK . . . OPERATIONAL LEVEL . . . PROCESS CHART FOR MODEL DEVELOPMENT



Conclusion

The intent of this paper has been to identify and describe the various elements in a "process" approach to the development of a flexible staff utilization pattern. The crucial question that confronts the reader is one of adaptation. Does this approach fit the needs of the school or school system that you serve? Will the adoption of this approach hold potential for the achievement of your system's goals?

An optimum position for beginning would be to initiate the process model from the start, however, one must not neglect the fact that current school operations must continue to operate. On-going functions of the schools which require a certain level of administrative maintenance must go on. On the other hand, who else but teachers and administrators are more capable of identifying and analyzing their own problems in an orderly, systematic manner?

The transition from the traditional approach to the process approach will take time, but during that time adjustments and improvements can be made.

To get things started after the need has been accepted, principals may initiate creative action on the part of the faculty. This can be accomplished by encouraging staff members to channel their efforts into areas that need to be developed and providing the opportunities to do so. Various activities can be organized during the school year and carried on simultaneously. Staff discussions can begin to provide feedback to a systematic analysis of problems, needs and possible solutions for considerations. Such activities as (1) making an internal assessment of successful approaches to teaching that are currently going on in your own school, (2) creatively freeing teachers to spend time in exploring new ideas being implemented in other schools within your districts, as well as around the state and nation, (3) encouraging teachers to discuss and compile an analysis of community needs, (4) exploring ways to better utilize the physical facilities within the school, and (5) identifying "hidden" human resources of the staff and the community can be starting points.

There are but a few possible activities that could be initiated